



UPDATE

The Royal Commission on Metropolitan Toronto

June 1976

The Royal Commission on Metropolitan Toronto has concluded its public hearings and is no longer accepting written briefs for inclusion in the public record. However, individuals or groups wishing to make any additional comments to the Commission may do so in writing, and such comments will be given due consideration as the Commission's final report is prepared over the next six months.

In all, the Commission received 227 briefs, 140 of which were presented at the public hearings. Briefs came from the following sources:

- 88 from individual citizens
- 45 from municipal councils, boards and commissions
- 26 from community groups
- 18 from individual elected representatives
- 12 from the business community
- 10 from labour and professional bodies
- 10 from academic or non-profit research and planning bodies
- 8 from voluntary agencies
- 8 from special interest groups
- 2 from political parties

An earlier issue of *UPDATE* outlined the existing system of local government in Metropolitan Toronto and summarized comments made in the first 98 briefs submitted to the Commission, most of which came from individual citizens, community groups and small organizations.

The briefs submitted during the fall and winter were for the most part from large organizations, elected representatives and municipal bodies. Many of their comments were similar to those

227 Briefs received



Borough of Scarborough presents its brief

made in the earlier briefs. However, there were a few striking differences.

This paper summarizes the views expressed in the last 129 briefs received and attempts to point out where they differ significantly from those expressed in earlier submissions.



The following groups and individuals appeared at Commission hearings held between October 8, 1975 and January 29, 1976.

1. Town of Ajax
2. Bedford Park Residents' Association
3. Board of Trade of Metropolitan Toronto
4. Horace Brown
5. Canadian Federation of Independent Business
6. Canadian Union of Public Employees, Metropolitan Toronto District Council
7. Children's Aid Society of Metropolitan Toronto
8. City Parking Canada Ltd.
9. Noelle De Wolfe
10. Clarence Downey
11. Edward Dunlop
12. The Borough of East York
13. East York Board of Education
14. Alderman Elizabeth Eayrs (City of Toronto)
15. Borough of Etobicoke
16. Etobicoke Board of Education
17. Etobicoke Board of Health
18. Etobicoke Public Library Board
19. Etobicoke Social Planning Council
20. Senior Inter-Agency Coordinating Council for the Coordinated Mental Health Services for Etobicoke Children and Adolescents
21. Dr. Eugene Faulder
22. Family Services Association of Metropolitan Toronto
23. Alderman Frank Faubert (Borough of Scarborough)
24. Forest Hill Residents' Association
25. Dr. Richard Gilbert
26. Paul Godfrey, P. Eng.
27. William Hutton
28. Alderman Anne Johnston (City of Toronto)
29. Township of King
30. Norman Long
31. Karl Mallette
32. Town of Markham
33. Metropolitan Toronto Library Board
34. Metropolitan Separate School Board
35. Metropolitan Toronto Y.M.C.A.
36. City of Mississauga
37. Marlene Moccia and Stephen Longstaff
38. Movement for Municipal Reform
39. Alderman Ben Nobleman (Borough of York)
40. North Rosedale Ratepayers' Association
41. Borough of North York
42. North York Board of Health
43. North York Inter-Agency Council
44. North York Public Library Board
45. Alderman Anthony O'Donohue (City of Toronto)
46. Ontario Arts Council

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Selected Comments of Politicians and Municipalities in Metropolitan Toronto—Centralfield

47. Ontario Motor League — Toronto Club
 48. Ontario Teachers' Federation
 49. Irving Paisley
 50. The Parking Authority of Toronto
 51. Town of Pickering
 52. Rosebank Residents' Association
 53. Borough of Scarborough
 54. Scarborough Board of Health
 55. Scarborough Public Utilities Commission
 56. David Silcox
 57. Controller Bruce Sinclair (Borough of Etobicoke)
 58. Alderman David Smith (City of Toronto)
 59. Social Planning Council of Metropolitan Toronto
 60. Toronto Board of Education
 61. Toronto Board of Health
 62. Toronto Historical Board
 63. Toronto Hydro-Electric Commission
 64. Toronto Parking Operators' Association
 65. Toronto Real Estate Board
 66. Toronto Redevelopment Advisory Council
 67. Toronto Transit Commission
 68. Dr. Walter Unger

69. Urban Development Institute
 70. Alderman Colin Vaughan (City of Toronto)
 71. Viking Houses
 72. Thomas Wilson, P.Eng.
 73. Borough of York
 74. Borough of York Board of Education
 75. York County Board of Education
 76. Regional Municipality of York

In addition, the Commission received written briefs from:

1. John Andre
2. Association of Boards of Health of Metropolitan Toronto
3. Lewis Auerbach
4. Joseph Berman
5. Professors John Bossoms and David Nowlan
6. Professor Larry Bourne
7. Eric Carlson
8. Catholic Children's Aid Society of Metropolitan Toronto
9. David Chamberlain
10. Community Care Services (Metropolitan Toronto) Inc.
11. Mayor David Crombie and Alderman Arthur Eggleton (City of Toronto)
12. G. Franklin Dean, P.Eng.
13. Michael Dennis
14. Maude A. Dudman
15. East York Board of Health
16. East York Historical and Arts Board
17. Borough of Etobicoke Committee of Adjustment
18. Etobicoke District Health Council Committee
19. Controller E. H. (Pete) Farrow (Borough of Etobicoke)
20. Federation of Metro Tenants' Associations
21. Alderman John Flowers (Borough of East York)
22. James Foulds, M.P.P. (Port Arthur)
23. David Godley
24. Norma Henderson
25. Lois James
26. Douglas Kennedy, M.P.P. (Mississauga South)
27. Gordon Keyes
28. William King
29. Hiram McCallum
30. Michael McDonald
31. William McLean
32. Alderman Alexander McNeil (Borough of Etobicoke)
33. Metropolitan Coordinating Committee on the Mentally Retarded
34. North York Board of Education
35. Regional Municipality of Peel
36. Rod Robbie
37. Roncesvalles-MacDonell Residents' Association
38. Scarborough Public Library Board
39. Michael Seiden
40. Robert Shaw
41. J. Siegel
42. Ernest Smith
43. South Rosedale Ratepayers' Association
44. Eric Steier
45. Jimi Stolk
46. Bert Stollard
47. Sussex-Ulster Residents' Association
48. Thunder Bay Public Library
49. Raymond Tomlinson
50. Les Winet
51. Borough of York Board of Health
52. Borough of York Parking Authority
53. York Mills Heights Ratepayers' Association
54. Joan Marie Zazinski

The Organization of Local Government in Metropolitan Toronto

The major issues with respect to the organization of local government in Metropolitan Toronto identified by those who made submissions to the Commission are:

- The abolition or retention of the two-tier system
- The appropriate division of responsibilities within a two-tier system
- Centralized or decentralized administration
- Coordination of decision-making between elected municipal councils and special purpose bodies.

system in numerous briefs to the Commission.

Rod Robbie and Thomas Wilson favour a single tier of local government in Metropolitan Toronto with the executive function performed either by a type of cabinet or by a body elected at large.

The opposition to the two-tier system on the part of the Metro Toronto District Council of the Canadian Union of Public Employees stems from its observation that Metro residents do not have equal representation on Metro

Council. It points to the fact that some Metro councillors represent twice as many people as others. The Union prefers a single tier system of local government in Metropolitan Toronto and the redrawing of ward boundaries so that they are of roughly equal size. It argues that this kind of system would permit effective planning and development, result in economies of scale, equalize services, allow for equal sharing of the tax burden, and spread the costs and benefits of the central core to all Metro residents.

The Ontario Motor League con-

tends that amalgamation would result in better, more efficient transportation services, since it would reduce the political power of neighbourhoods and special interest groups. It suggests, too, that a single department of roads and traffic would be less costly and would be able to plan and implement Metro-wide programs more effectively.

The League writes:

"It's obvious from recent transportation decisions that most communities within Metro Toronto think of themselves when roads, expressways or

The Two-Tier System Yes or No?

Of all those who submitted briefs to the Commission, most favour the retention of a two-tier system of local government in Metropolitan Toronto. Nonetheless, the amalgamation of Metro's area municipalities has its supporters.

Amalgamation because...

In addition to those cited in the December issue of *UPDATE*, supporters of amalgamation include Horace Brown, a former Toronto alderman; Hiram McCallum, a former mayor of Toronto; Karl Mallette, a former Metro councillor; the Metropolitan Toronto District Council of the Canadian Union of Public Employees; the Ontario Motor League — Toronto Club; Thomas Wilson; Rod Robbie; Ernest Smith; and Alderman Anthony O'Donohue of Toronto. Their reasons for doing so, however, vary considerably.

Thomas Wilson, Ernest Smith, and Alderman O'Donohue contend that there is too much fragmentation and duplication in the two-tier system, which results in inefficiency and unnecessary costs. Both Mr. McCallum and Mr. Wilson suggest that the two-tier system is confusing to the public. Lack of understandability is mentioned as a serious deficiency in the Metro

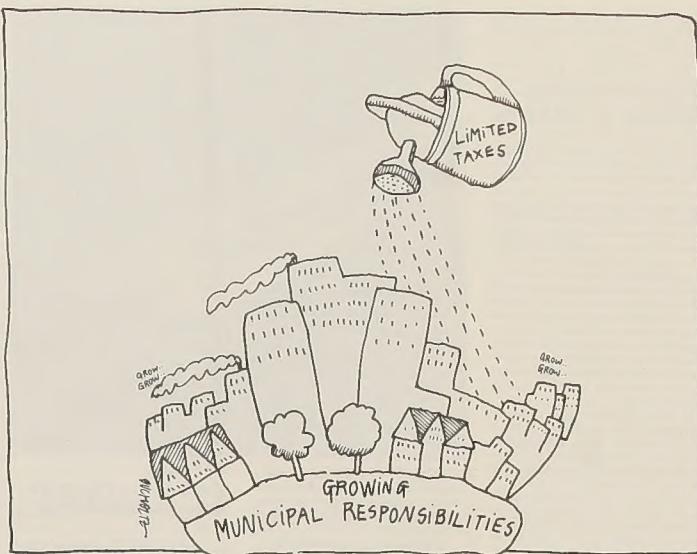


Alderman Tony O'Donohue speaks with Metro Chairman Paul Godfrey at Metro Council meeting

subway routes are considered. In order to get the most economical and efficient system for the area, parochial interests should make way for the greater interest of the metro-wide community. Of course it is possible within this framework for local issues to be considered, but the final decision should be made by the politicians concerned with the decision's impact on the 240 square mile community, rather than on one or two streets."

From an examination of all the briefs submitted to the Commission which include comments on the overall organization of local government in Metropolitan Toronto, it appears that slightly less than one-third favour amalgamation. In summary, the arguments presented in support of amalgamation include the following:

- more efficient, less costly local government
- no duplication of services
- equalization of levels of service throughout Metro
- equalization of the tax burden throughout Metro
- a reduction in the political power of neighbourhoods and small localized interest groups
- achievement of more accessible local government by eliminating area municipalities and replacing them with neighbourhood advisory councils
- more effective, Metro-wide programs, particularly with respect to roads, planning and development



The two-tier system because...

Many supporters of the two-tier system take issue with some of the major arguments for amalgamation, particularly those relating to economies of scale, the elimination of needless duplication, and the creation of less costly, more understandable local government. They suggest that these arguments are not valid because both the context within which local government is operating, and the role it is now playing, have changed.

A changing context

On the one hand, most of the physical services such as sewerage, the water supply, major roads, and schools are in place in Metro. It was the need for these services and for finding some better way of providing them that prompted the introduction of the Metro system in 1953. Now, with very little land available for development in Metro, the role of local government with respect to physical services over the next twenty or thirty years is expected to be largely one of operation and maintenance.

On the other hand, human services, once a very small part of municipal government responsibilities (with the exception of education), now account for over two-thirds of spending at the municipal level. Since human services constitute such a large share of local government expenditure in Metro, the system we have in place must be able to plan, deliver, and evaluate them as efficiently and effectively as possible.

The question, then, is whether the centralization of authority in a single unit of government for an area the size of Metro can accomplish this.

Espousing this perspective, and opposing amalgamation are the Children's Aid Society of Metropolitan Toronto, the North York Inter-Agency Council, and all of the area municipalities, local health boards, library boards, and boards of education that appeared before the Commission.

The ideal municipality

A number of those who submitted briefs to the Commission believe there is an ideal size for a municipality. In general, they suggest it is one that is large enough to offer the whole range of municipal services, yet small enough to respond quickly and flexibly to the needs and aspirations of citizens and to monitor closely the impact of its decisions on their day-to-day lives. In his brief to the Commission, Clarence Downey suggests that beyond a certain point, the larger the unit of government, the more costly and inefficient the administration. Alderman Ben Nohlemen of the Borough of York agrees. In this connection, David Godley contends that Metro's six area municipalities are large enough to raise funds and administer services and that the Metro tier is not required.

In the context of a two-tier municipal government, this discussion ultimately leads to the question of whether Metro's six area municipalities are viable municipal units. There is no agreement on this question and any resolution of the debate is obviously a challenge.

The municipalities at the centre of this discussion are Metro's smallest, York and East York. In the Commission's earlier hearings, citizens from both boroughs came forward to argue for the retention of their municipality. None of them suggested that the small boroughs be eliminated. In the fall, both York and East York made submissions to the Commission, arguing for their continued existence. Both, however, suggest that expansion of their boundaries to include more population is desirable.

Internal boundaries

East York recommends that its boundaries be extended to Danforth Avenue in the south, Victoria Park in the east, and Eglington or Lawrence Avenue in the north. This arrangement, if contended, would make East York a more appropriate size for a Metro municipality, without reducing its accessibility to its residents.

In fact, East York supports an earlier submission from Dr. Hans Blu-

menfeld suggesting that Metro be re-divided into a number of municipalities of 100,000 to 200,000 people. These were the only two submissions that favoured more than six municipalities in Metro.

The Borough of York suggests that extending its boundaries to Highway 401 in the north, Bathurst Street in the east, and St. Clair Avenue in the south would improve its administrative efficiency without causing it to lose any of the advantages it derives from its size. It also maintains that such an expansion would give York more influence on Metro Council and improve its rate of industrial-commercial to residential assessment, which is now considerably below that of Metro as a whole.

Alderman Frank Faubert from Scarborough supports the notion that the boundaries of York and East York be extended, particularly to improve their financial bases. However, he argues that such an expansion is only desirable if done to provide an increased level of service and professional expertise, and not to reduce their mill rates.

In contrast, Edward Dunlop contends that while a more rational boundary structure could have been designed in the past, Metro's area municipalities have now built up service patterns and facilities which would be very expensive to change. He suggests that there be no radical reorganization of Metro's boundaries at this time.

Six municipalities in Metro

Submissions supporting the retention of six area municipalities in Metropolitan Toronto with some rationalization of internal boundaries include those from the Borough of Etobicoke, Etobicoke's Committee of Adjustment, the North York Board of Education, the Urban Development Institute, and Alderman Anne Johnston of the City of Toronto.

The Borough of Etobicoke writes:

"We recommend that Metropolitan Toronto should be composed of six area municipalities, to consolidate within four would be to increase size

and to decrease the level of contact. A population range of between 250,000 to 500,000 ensures that municipalities can support the necessary expertise and services which residents need, without being so large that a citizen has difficulty contacting those in a position to make decisions."

"If Metro were fully developed according to the existing municipal boundaries, wide discrepancies in population would result. We would therefore support changes in boundaries designed to equalize as much as possible the population of the six municipalities. Such changes would have to take into account historic associations and the barriers created by physical features or major transportation corridors. We recommend that all the partners have equal status and the same designation, i.e. either Borough or City."

Five municipalities in Metro

The Board of Trade of Metropolitan Toronto argues that both York and East York are too small to be partners in a balanced Metro system. Therefore the Board suggests that the number of area municipalities in Metro be reduced to five.

"At this time, The Board questions the wisdom of continuing East York and York as separate Boroughs when the population of these two Boroughs combined is less than the smallest of the other Boroughs in Metro. In order to achieve a closer population relationship, the Board recommends that there should be a realignment of the boundaries of the area municipalities so as to constitute five municipalities consisting of the City of Toronto and four Boroughs."

"The Board feels that this can best be achieved by the amalgamation of East York and York, together with part of the City, and possibly part of North York, as a new Borough of York."

Clarence Downey also recommends that Metro have only five area municipalities. However, he suggests

the elimination of East York through absorption by the neighbouring municipalities.

Four municipalities in Metro

Some of the submissions received since the summer of 1975 support a reduction in the number of area municipalities in Metro to four, as originally recommended by the Goldenberg Commission in 1965. The majority of those who hold this view suggest the elimination of Metro's two smallest boroughs.

Mayor David Crombie and Alderman Arthur Eggleton, Alderman Elizabeth Eayrs, and Alderman David Smith of the City of Toronto claim that the inner three municipalities have a great deal in common and should be amalgamated into one city. Alderman Eayrs suggests that such a move would restore the balance between the City and suburbs and make possible a smaller Metro Council.

Mayor Crombie and Alderman Eggleton in their brief also emphasize the importance of a municipality's being large enough to have the capacity to provide a full range of municipal services. They maintain that the inability of the two smallest boroughs to do so has led to the transfer of some responsibilities to the Metropolitan level. Furthermore, they suggest that the existence of York and East York necessitates a large and unwieldy Metropolitan Council. In this connection, they write:

"We subscribe to the principle of representation by population and support attempts to redistribute local representation in Metro to reflect the distribution of population in the area municipalities. At the same time, the City experience suggests that a council size of 23 or 25 facilitates better debate and exchange of views than a council size that is much larger. The size of any one unit, then, should not be so small that an equitable distribution of representatives on Metro Council requires a large and unwieldy Council size. Reorganization of the present municipalities into four viable municipal units is needed."

All four City politicians argue that a four-municipality system would help restore confidence in the Metropolitan federation and would make it more workable. The Borough of Scarborough and Irving Paisley also support this view.

Downtown core

The Toronto Redevelopment Advisory Council suggests that, because of its special importance, the downtown core might be designated as a separate area municipality, as is currently the case in London, England. The Urban Development Institute also recommends some kind of special status for the core.

Boundary rationalization

In addition to these proposals for major boundary changes, the Bedford Park Residents' Association, the Forest Hill Residents' Association, the Borough of North York, and the North York Board of Education recommend a number of minor boundary changes to reflect natural communities more clearly, to rationalize the delivery of services, to ensure that no individual properties are serviced by two different area municipalities, and so on.

Criteria for establishing internal boundaries are also suggested. The North York and Etobicoke Boards of Education suggest that consideration be given to school attendance areas,



Extension of Metro's external boundaries

natural and man-made obstructions such as ravines and expressways, and the sense of community which exists in various areas.

Gordon Keyes claims that:

"an adjustment of existing Borough areas, if only for the purpose of straightening boundaries to conform with either arterial roads or natural boundaries, is absolutely necessary. The growth potential of some boroughs, compared to others, will certainly require serious consideration. The retention of local identification on a community basis always has a strong appeal. But perhaps this has had adverse effects on the existing Metro structure."

Finally, the North York Board of Education suggests that, if alterations in the current size or shape of municipalities are contemplated, boundaries should be defined through a series of public hearings so that representations from various community groups, agencies, and individuals can be heard.



York County Board of Education, the Township of King, the City of Mississauga, the Town of Ajax, the Town of Markham, the Town of Pickering, and Mississauga, and Stephen Longstaff. It might be noted that Premier William Davis has issued a statement that the province does not intend to change Metro's northern boundary.

Both the Board of Trade of Metropolitan Toronto and the Urban Development Institute suggest that Metro's boundaries should extend into Lake Ontario to avoid any future jurisdictional disputes over development through the use of landfill. (Since these submissions were made, legislation has been passed extending the boundaries of the relevant area municipalities in Metropolitan Toronto to the international boundary.)

Special status for Metropolitan Toronto

Metro Chairman Paul Godfrey appeared before the Commission as a private citizen because he wished to emphasize that his views were not developed in consultation with Metropolitan Council and are not necessarily shared by it.

The major thrust of Mr. Godfrey's brief is that Metropolitan Toronto, as the largest urban centre in the province, is in many respects unique. However, he acknowledges that other centres in Ontario may have similar problems and concerns in the future if the process of urbanization in this province continues at the present rate. Mr. Godfrey writes:

"From the very beginning, Metropolitan Toronto has been used as a dynamic experiment in urban government. This, it seems to me, has created an environment in which it has been possible to search for new and better ways of dealing with the problems of governing a large and growing urban complex."

"For more than two decades, Metropolitan Toronto has demonstrated its capacity to deal with the problems of population growth and industrial and commercial expansion. We have built the infra-structure that serves a population well in excess of two million people. We have adopted and implemented policies to serve the educational, health and social needs of the people of Metro. There are, however, emerging problems that must be solved. Metropolitan Toronto is not isolated from changes in aspirations and values, in economic and social realities, and in demands and expectations of people. If Metro is to meet the demands placed upon it by these pressures, it must be reorganized."

"Looking forward to the next decade, there are three key issues that must be resolved:

- The rationalization of the division of powers and responsibilities between Metropolitan Toronto and the province, including the financial base of Metro.
- The electoral system within Metropolitan Toronto, including the selection of the Chairman.
- The decision-making process employed within Metropolitan Toronto."

Mr. Godfrey says that the objective of his brief is to explore the potential for improving metropolitan government. He recommends a course of action which in his view,

"would, if adopted, revitalize and strengthen local government in Metropolitan Toronto, and would serve as the blueprint for the future evolution of regional government in Ontario."

While the Borough of York does not explicitly call for special status for Metropolitan Toronto in its brief, it does suggest that Metro should have greater autonomy which could be achieved by eliminating many of the province's "invisible controls" over local activities. It argues, for example, that the budget of its board of health should not be subject to approval by the Ontario Ministry of Health and that the activities of its hydro committee should not be controlled in any way by Ontario Hydro.

Marlene Moccia and Stephen Longstaff claim that the responsibility for assessment, the administration of justice and air pollution control in Metro should be transferred to the municipal level.

Clearly such moves imply a special status for Metro since many of the province's smaller municipalities have neither the resources nor expertise to take over these functions.

Division of responsibilities in a two-tier system

While a significant majority of those who made submissions to the Commission favour the retention of the two-tier system, there is no overall agreement as to how responsibilities should be divided between the two tiers. The Borough of Etobicoke calls for a clearer definition and rationalization of the division of responsibilities between them. It supports the principle that any undesignated or residual powers should remain with the area municipalities. The Borough also suggests that, as priorities change, governments in the Metro federation should be able to renegotiate areas of responsibility and the financial arrangements needed to support them.

Stronger area municipalities

Many of those who appeared before the Commission favour the strengthening of Metro's area municipalities and view the provision of more



and more services at the Metro level as an undesirable development. The Borough of East York, the Borough of Etobicoke, the Forest Hill Residents' Association, Alderman Colin Vaughan, Michael Dennis, and John Andre all support the principle of assigning public services to the lowest level of government which has the financial, political, and administrative capacity to carry them out.

For example, William Hutton, Marlene Moccia and Stephen Longstaff, Alderman Anne Johnson and the Federation of Metro Tenants' Associations suggest that human services can be delivered most effectively by the area municipalities. However, there is very little specific criticism of those human services now provided by Metro. Similarly, while there appears to be almost complete support for Metro's role in providing hard services such as roads and transit, sewerage and water supply, the question of which tier should be responsible for the planning of these services is a major concern.

Marlene Moccia and Stephen

Longstaff suggest that Metro's area municipalities should have the responsibility for the maintenance of Metro roads, the operation of regional parks within their boundaries, housing policy and official plans. Again with respect to these matters, there is considerable disagreement over which level should be responsible for planning, setting of standards, and coordination.

A role for the upper tier

As was pointed out earlier, a significant majority of those favouring the retention of the two-tier system are concerned that over the years the upper tier has taken over an increasing number of services and thereby has weakened Metro's area municipalities.

Marlene Moccia and Stephen Longstaff suggest Metro's role should be to establish overall policies and coordinate the plans and activities of the area municipalities. While the Borough of York supports the coordinating role, it believes that standard-setting and regulation should be a provincial

responsibility. Alderman Anne Johnson suggests that Metro has the responsibility for coordination, setting overall policies and standards, and liaison with senior levels of government. These suggestions are supported by Mayor David Crombie and Alderman Arthur Eggleton from the City of Toronto. However, they add that Metro should also continue in its role of endeavouring to equalize the financial resources of Metro's area municipalities.

Special purpose bodies

The existence of a multiplicity of special purpose bodies, with varying degrees of responsibility for the planning and delivery of municipal services in Metropolitan Toronto, has been identified as a major issue in briefs to the Commission.

In this connection, Paul Godfrey asks:

"Why, for instance, must the Metropolitan Council be saddled with a host of local boards, commissions and agencies such as the Metropolitan Toronto and Region Conservation Authority, Children's Aid Societies, the Police Commission or the proposed District Health Council, established by the province over which it has limited financial control and virtually no political control? One of the chief reasons for the establishment of regional government in this province was to return the powers of these special purpose authorities to elected regional councils. With the notable exception of the dissolution of the Metro Planning Board, this has not been achieved, yet Metropolitan Toronto has demonstrated its capacity and its maturity over two decades."

"One example will illustrate the problem. The Metropolitan Toronto and Region Conservation Authority was established following serious flooding in 1954 to coordinate the efforts to control flooding on watersheds in the Toronto region. This was in line with the existing policies of the provincial government. There is no question that the work of the MTRCA has been of direct benefit to the residents of Metropolitan





THE SPECIAL PURPOSE BODIES...

Toronto. Now, however, the area under the jurisdiction of the conservation authority is covered by four regional governments. Surely, the time has come to reassess provincial policy with respect to conservation authorities and other special purpose authorities operating within the boundaries of regional governments. Is it logical to continue to use a special purpose authority to meet problems that could be handled by regional government?

The rationale behind the establishment of special purpose bodies was that the spatial requirements for efficient administration of programs transcended the limited boundaries of individual municipalities. The introduction of regions destroys this argument. The only continuing justification for these agencies is the argument that local government is incapable of providing the necessary administrative expertise. The record of achievement of Metropolitan Toronto and the area municipalities demonstrates this capacity to provide the essential political and administrative leadership. I am not suggesting that all special purpose agencies, the Police Commission, for example, be abolished. I am suggesting that Metro should be fully responsible for appointments to these bodies and have final control over their budgets. In short, Metro should exercise full political and financial control."

Similarly, the Region of Municipality of Peel suggests that the number of special purpose bodies be held to a minimum. Where deemed necessary, they should be appointed by and accountable to the local or regional council.

The Borough of Etobicoke also commented on Metro's special purpose bodies. It supports the existence of boards of management for special facilities such as the Metro Zoo, the O'Keefe Centre, and the C.N.E. However, it notes that, in these instances, their budgets are subject to the scrutiny and approval by Metro Council.

The Metro Separate School Board points out that, as an amalgamated body, it must deal with the multiplicity of municipal councils, school boards, fire departments, library boards, and health boards within Metro. This situation, it claims, heavily taxes its personnel. The Board calls for a streamlining of the Metro system but does not specify how that might be achieved.

At the area municipality level, Mayor David Crombie and Alderman Arthur Eggleton put forward the same view. They argue that authority should be commensurate with responsibility. They write:

"Local councils are held responsible by the electorate for everything from tax rates to health services. Yet, too frequently, the locus of authority for decisions regarding these matters is beyond the local council. A plethora

of City and Metro-wide special purpose boards and agencies, some elected and some appointed, serve only to confuse the public when dealing with government. The authority for decisions should rest with the appropriate municipal council. The deliberation of boards and commissions with City and Metro-wide responsibility should be replaced by that of committees of Council. Citizen involvement would normally be by way of neighbourhood or community advisory committees, as appropriate."

A more general criticism is made by John Andre who argues that the amount of power held by special purpose bodies makes local elected office unattractive to potential candidates and municipal elections boring to voters.

Specific proposals for the elimination of various special purpose bodies are dealt with by subject area in the body of this paper.

The area municipalities

The main organizational issue at the area municipality level, apart from the actual division of responsibilities, is whether Metro's area municipalities should have executive committees or boards of control, or whether each should be given the freedom to choose the structure it prefers.

The Board of Trade of Metropolitan Toronto argues that councils need flexibility in choosing people to carry out the executive function. Therefore, it suggests that boards of control be abolished and executive committees established in all of Metro's area municipalities. Alderman Elizabeth Eayrs of the City supports this view because she believes boards of control lead to destructive rivalry, expensive campaigns, and lengthy, confusing ballots. In addition, Marlene Moccia and Stephen Longstaff maintain that executive committees are more responsive to public needs than boards of control. Alderman Frank Faubert of the Borough of Scarborough believes that:

"Each council should choose an executive committee from among its own members to fulfill many of the functions now the responsibility of the board of control. This committee should not, however, be deemed to be a board of control under *The Municipal Act*, since the enabling section gives boards very wide power. It is inappropriate today for any one committee to have such wide powers, particularly when a two-thirds vote is required to reverse financial decisions."

In contrast, Irving Paisley calls for the establishment of boards of control to carry out the executive function in all Metro's area municipalities. Alderman Alex McNeil of Etobicoke agrees, as does the Borough of Scar-

borough, which contends that boards of control elected at large are better able to take an overview, particularly with respect to a municipality's financial needs.

Arguing for local discretion, the Borough of Etobicoke contends that each municipality should be able to determine its own executive structure.

A unique suggestion was offered by Karl Mallette. He suggests giving the mayor the power to designate a four member 'Cabinet' to exercise the executive function and chair the standing committees.

The Metro tier

The fall and winter submissions were similar to those received earlier in that many included comments about the organization of local government at the Metro level and many of these comments were critical.

Once again, the Commission was told that the Office of the Metro Chairman is too strong and Metro Council too weak and inefficient to establish meaningful priorities. The Commission also heard that Metro Council is too large, unresponsive, and unwieldy.

The Metro Chairman

With respect to the role of the Metro Chairman, J. Siegel recommends that the powers and responsibilities of the office be more clearly defined in legislation. On the other hand, the Borough of Scarborough would prefer that Metro Council delegate powers to the Chairman. Alderman Colin Vaughan claims the Chairman's sole responsibility should be chairing Metro Council. He writes:

"As the only full time member of Metro Council, advised and supported by a growing staff, the Metro Chairman has control over one of the most powerful tools in government — information."

"The way in which information is used determines policy — the way in which it is challenged determines politics. Given the resources available to the Metro Chairman it is virtually impossible to challenge the policies flowing from his office."

"Rather than being a political body, Metro is a powerful administrative structure with its focus on the Chairman's Office with Council doing little more than meeting every two weeks to ratify decisions already made."

"There are two reasons why this has happened.

"Firstly, by only having to answer to an electorate of 38, the Metro Chairman is insulated from the real world outside, and is accountable only to the majority of Metro councillors which elected him — a mutually gratifying situation."

"Secondly, with Metro councillors more concerned with their local bases of power, not enough time is given to a close look at policies and administrative decisions."

"It is much easier and politically safer for the average member of Metro Council to rationalize in the following way — the Chairman has the staff and the time to know about this issue. I supported him and can trust him. If I want to come back here, I had better concentrate on keeping my political fences mended at home."

While some prefer a less dominant role for the Metro Chairman, they would not reduce his function to one of chairing alone. For example, Mayor David Crombie and Alderman Arthur Eggleton suggest that the Chairman coordinate the work of the administration, facilitate debate at council, and ensure that the decisions of committees and council are implemented.

Metro Council

Mayor David Crombie, Alderman Arthur Eggleton and Alderman Colin Vaughan of the City recommend that the size of Metro Council be reduced. To this end, Mayor Crombie and Alderman Eggleton suggest that York and East York be eliminated.

As they pointed out earlier, since the population of these two municipalities is so much smaller than that of Metro's other area municipalities, the membership of Metro Council must be larger than perhaps appropriate in order to ensure representation by population.

Alderman Vaughan claims Metro councillors do not devote sufficient time to Metro issues to be well informed. He argues that Metro Council ought to be directly elected and the councillors precluded from having outside employment. He contends that these changes would enable Metro Council to perform more effectively.

Another problem associated with the operation of Metro Council was identified by Paul Godfrey who claims that legislation prohibiting municipal councils from delegating any decision-making to sub-committees of council or senior staff undermines their effectiveness. He argues that there is a need to balance administrative discretion and political control. He recommends that the responsibility for civic administration be assigned to the executive committee which could in turn delegate responsibility for certain details to senior staff. However, he believes that it is necessary to retain a system where by all aspects of administration and all information are subject to review by Council.

His proposed system of administration is based on the assumption that the budget should be Metro's basic policy document with standing committees reviewing performance and implementation.

Controller Bruce Sinclair of Etobicoke writes:

"Metropolitan Council has become a very large and unwieldy body, unable to deal with any dispatch with the business before it. Its six standing committees meet on four different days of the week, often at times that conflict with meetings in the area municipalities. The result is an extremely inefficient use of the time of members of Council, who may spend more time in a week travelling to meetings than they do at the meetings themselves! Because he or she sits on only one or two of the standing committees, the councillor is really familiar with only some aspects of Metro's affairs, and often finds himself voting on matters he rather imperfectly understands — and hoping that his colleagues on the other committees have done their jobs properly. Because of the disparity in numbers, the smaller boroughs are not represented on all committees, so that their points of view are not always presented. New participants at each level of discussion result in matters that have been extensively discussed at the committee stage, being rehashed again at Executive Committee and at Council in a ritual of verbal overkill. Council tends to spend too much time in niggling detail, and not enough in setting policy and giving direction to the Corporation."

"The result of all this is a feeling of intense frustration on the part of many Metro councillors. Many members of Council feel that they are involved only on the periphery of Metro affairs, with no real input. Consequently they lack involvement and commitment to Metro."

"As Metro is presently constituted, the Metropolitan Chairman is the only member of Council with an overview, an integrated picture of the Metro operation. He is the only

person who sits on all Metro committees, and all the boards and commissions that have proliferated around the structure. This creates an intolerable work load for the Chairman, who must also deal with senior staff as the chief executive of Metro. It also creates an unhealthy situation for Council, whose other members have great difficulty in attaining a Metro overview, and must rely excessively on the Chairman's judgement.

"What is bad for legislators is also bad for staff. Senior staff members spend a great deal of time cooling their heels at the call of committees, Executive Committee and Council. Worse, the method of dealing with departmental business results in a certain fragmentation in the Metro operation. In spite of official efforts at liaison, there is too little coordination and joint planning between Metro's departments. Decisions are made and initiatives taken in one area with little regard for priorities in another area of the Corporation.

"Finally, the Metro organization has become so complex that both politicians and citizens sometimes



Mayors Paul Cosgrove and Mel Lastman at Metro Council

have trouble understanding how it works."

Mr. Sinclair recommends a reduction in the size of Metro Council to approximately 15, one councillor for every 150,000 residents.

The executive function

The composition of the Metro

executive was also addressed in briefs submitted during the fall and winter.

Paul Godfrey, Mayor David Crombie and Alderman Arthur Eggleton of the City, and the Board of Trade of Metropolitan Toronto recommend that the executive committee be elected by Metro Council from among its members rather than the present arrangement whereby the committee's specific

composition is prescribed in *The Municipality of Metropolitan Toronto Act*.

Both Paul Godfrey and the Board of Trade also recommend that the size of the executive committee be reduced by roughly half. Mr. Godfrey supports a type of cabinet system in which executive committee members would chair the standing committees of council.

The Board of Trade believes that a smaller executive committee would reduce the likelihood of small blocks of area municipal representatives controlling Metro's executive function. However, in this connection, Paul Godfrey contends that the City should be guaranteed a seat on Metro's executive committee in view of its special position in the Metro federation. Mayor Crombie and Alderman Eggleton go further by suggesting that each area municipality be entitled to at least one representative on the executive.

Controller Sinclair claims that if the size of Metro Council were reduced, Metro councillors directly elected, and the system of administration streamlined, the executive committee and standing committees could be eliminated.

The Electoral System

The electoral system deals with who is eligible to run for office, what positions must be filled by election and how elections are to be conducted. A more detailed description of the electoral system in Metropolitan Toronto can be found in the December issue of *UPDATE*.

The office of the Metro Chairman

As was the case in earlier briefs to the Commission, the method of selecting the Metropolitan Chairman emerged as a major issue in the fall hearings. However, most of the fall submissions were from large organizations or from individuals and bodies directly involved in local government in Metropolitan Toronto. Their perspective on this issue is somewhat different from that of many private citizens who were heard in the spring.

Of those who submitted briefs during the fall and winter, Alderman Ben Nobleman of the Borough of York, Alderman Tony O'Donohue of the City, the Urban Development Institute (UDI), and the Roncesvalles-MacDonald Residents' Association, support the direct election of the Metro Chairman.

On the other hand, strong opposition to the direct election of the Chairman was voiced by William Hutton who claimed it would ultimately result in deteriorating provincial-municipal relations because the Chairman would have too much political power. The Borough of Scarborough opposes direct election on the grounds that it is not necessary, since the Chairman has no statutory authority. Furthermore, it argues, campaigns for the position would be prohibitively expensive, and such an arrangement would reflect a "strong mayor" tradition which is alien to our political culture. The Borough suggests that direct election would break the electoral link which exists now between the Chairman and Metro Council. The Board of Trade of Metropolitan Toronto agrees, and goes on to suggest that direct election would soon result in a political party system at the local level.

A significant number believe that the Metro Chairman should be chosen by Metro Council from among its members. Those holding this view include Alderman Colin Vaughan of the City of Toronto, the Toronto Redevelop-

ment Advisory Council, Marlene McCloscia and Stephen Longstaff, and the Regional Municipality of Peel. However, opinion is divided as to whether a Chairman elected in this manner should retain his or her local seat. On the one hand, Alderman Colin Vaughan claims some direct accountability to the electorate is essential. He documents the rapid increase in annual expenditures for the Chairman's Office and suggests that the need to be re-elected would moderate this trend. Alderman Vaughan points out, too, that neither the federal Prime Minister nor the provincial Premier gives up his or her seat on becoming government leader. On the other hand, Clarence Downey claims that responsibility to a ward would make a Chairman too parochial in his views.

Alderman Anne Johnston of the City of Toronto offers the unique suggestion that the Chairman be selected from Metro Council but by both local and Metro councillors, and that he not have a vote on Metro's standing committee.

Those who support the retention of the existing system of selecting the Metro Chairman include Mayor David Crombie and Alderman Arthur Eggleton of the City of Toronto, York Mills Heights Ratepayers' Association, the Boroughs of Scarborough, North York,

and East York, Michael Seiden, Clarence Downey, and Paul Godfrey.

Metro Council

The primary electoral issue with respect to Metro Council appears to be whether or not its members should be directly elected. Those who support direct election are numerous and their reasons vary considerably. For example, the Toronto Redevelopment Advisory Council calls for the direct election of Metro councillors from Metro wards, which would be perhaps three times as large as local wards but would take into account area municipal boundaries. Such an arrangement, it contends, would reduce the parochialism that exists at Metro Council because of the way it is now constituted, and would result in important regional interests being given more consideration than is the case at the present time.

Edward Dunlop also supports the suggestion that Metro councillors be elected in Metro wards, but sees no reason why the boundaries of these wards need conform to the boundaries of Metro's area municipalities.

The Urban Development Institute supports the Advisory Council's pro-

posal, because it believes it would be more intelligible to the electorate and would ensure that Metro councillors have sufficient time to carry out their duties effectively.

In a survey of political life in Metropolitan Toronto conducted by the staff of the Commission, Metro councillors said that on average they devote approximately 63 hours per week to public life, 34 per cent of which is spent on Metro affairs.

The Board of Trade of Metropolitan Toronto also believes that if Metro councillors were directly elected they would be much more accountable to the electorate.

Controller Bruce Sinclair of Etobicoke favours direct election of Metro councillors at large in each municipality. In his view, local mayors and the controllers who receive the greatest number of votes should be the Metro representatives.

Others who called for the direct election of Metro Council did not indicate whether or not Metro should have its own wards. They include Alderman Ben Nobleman of the Borough of York, Alderman Colin Vaughan of the City of Toronto, and Clarence Downey. Their reasons for supporting direct election are that Metro Council, as presently constituted, is not sufficiently accountable, and that Metro councillors are overworked. Mr. Downey also believes that the present system encourages parochialism.

To ensure coordination between the two tiers if Metro Council were directly elected, the Board of Trade of Metropolitan Toronto recommends that the mayors of Metro's area municipalities be ex-officio members of Metro Council but not sit on Metro's standing committees.

Local James of Scarborough suggests that area municipalities elect representatives at large who would sit on the local council and go to Metro, but who would not have any executive responsibilities locally. This arrangement, she contends, would reduce the workload of Metro councillors while ensuring they remain in touch with their respective area municipalities.

An equally large number of those who made fall and winter submissions oppose direct election to Metro Council. Paul Godfrey contends it would intensify existing antagonisms at Metro. Both Alderman David Smith of the City and the Borough of Scarborough agree. The Boroughs of Etobicoke and North York believe that a system of



Metro Chairman Paul Godfrey at the public hearings

direct election would strengthen Metro and thereby weaken the position of the area municipalities in the Metro federation. Marlene Moccia and Stephen Longstaff also oppose direct election to Metro.

Based on his knowledge of Metropolitan Winnipeg prior to that city's amalgamation in 1972, William Hutton warns that direct election to the upper tier would lead to increased political fighting between the two levels. Even more important, he argues, Metro would become more regional in outlook, thereby substantially weakening the position of the City in the Metro federation and possibly resulting in its deterioration. Lewis Auerbach shares this concern.

Alderman Anne Johnston of the City and Alderman Frank Faubert of Scarborough suggest that each area municipality elect two councillors from among their numbers to go to Metro and that all mayors sit on Metro Council in an ex-officio capacity. Alderman Johnston recommends, too, that any Metro councillor should be subject to recall by a two-thirds vote of the area municipal council. She also suggests that all local councillors in Metropolitan Toronto have the right to sit ex-officio on Metro's standing committees and sub-committees.

Both J. Siegel and the Roncesvalles-MacDonnell Residents' Association contend that the City should have a larger proportion of the seats on Metro Council than it currently has since it contributes 40 per cent of Metro's revenues from area municipalities. Without increased representation, they argue, the City should reduce its financial contribution to Metro.

Mayor David Crombie and Alderman Arthur Eggleton of Toronto suggest that the mayors and executive bodies of each municipality should sit on Metro Council, and where other councillors are added to reflect increased population, they should be elected by their local council from among its members.

Marlene Moccia and Stephen Longstaff recommend that the City's system of two aldermen per ward, with the senior alderman going to Metro, should be adopted across Metro and that all boards of control should be abolished. Lois James of Scarborough and Alderman Alex McNeil of Etobicoke strongly disagree. They argue that the electorate should have some direct say in who goes to Metro. Others disagree on the basis that sending a representative from every local ward to Metro Council would substantially increase the size of the Council which, they say, is already too large unless the size of wards were increased, a move they tend to oppose.

Finally, there appears to be considerable support for reducing the size of Metro Council, particularly on the part of elected people working in the system. Mayor David Crombie and Alderman Arthur Eggleton of the City suggest the Council be kept as small as possible. The Borough of York claims the Council's present size leads to polarization and block voting and that the larger area municipalities can control the Council. It suggests the size of Metro Council could easily be reduced if Metro were not involved in service delivery but only in overall policy, standard-setting, and coordination.

Election of the Mayor

Edward Dunlop argues that elections at large undermine the cohesiveness of a legislative body. Therefore, he suggests that the election at large of mayors be abolished.

David Chamberlain suggests that each area municipality elect a board of control and that the individual who

tops the polls automatically become mayor. This approach, he points out, has the added advantage of not eliminating valuable people from office if they lose in a mayoralty race.

The Urban Development Institute, Karl Mallette, and Alderman Anne Johnston suggest mayors be elected by councils from among their numbers. In contrast, the Borough of Etobicoke and the Regional Municipality of Peel support the current practice of electing mayors at large.

Election of local councillors

Other than the length of the term of office, the only issue raised with respect to local councillors was whether there should be one or two aldermen in a ward. Aldermen David Smith and Elizabeth Eavins in the City believe that the two aldermen per ward system leads to unhealthy rivalry. They recommend that ward size be reduced and each ward have only one alderman. Marlene Moccia and Stephen Longstaff do not agree. They consider the two-aldermen system the best one.

Election of trustees of boards of education

Norma Henderson suggests that there should be two school trustees in each ward, each of whom would be elected for four years. She recommends that their terms overlap so that there are elections every two years. This arrangement, she claims, would help to give continuity to the system. She also argues that trustees should be given the same salaries as local aldermen. Both the York and North York Boards of Education claim that representation on the Metropolitan Toronto School Board is unequal and recommend that this matter be rectified by a new formula for representation.

The Borough of York contends that boards of education should collect their own taxes so that the respective responsibilities of councillors and of trustees are more clearly understood by the public.



Electoral legislation

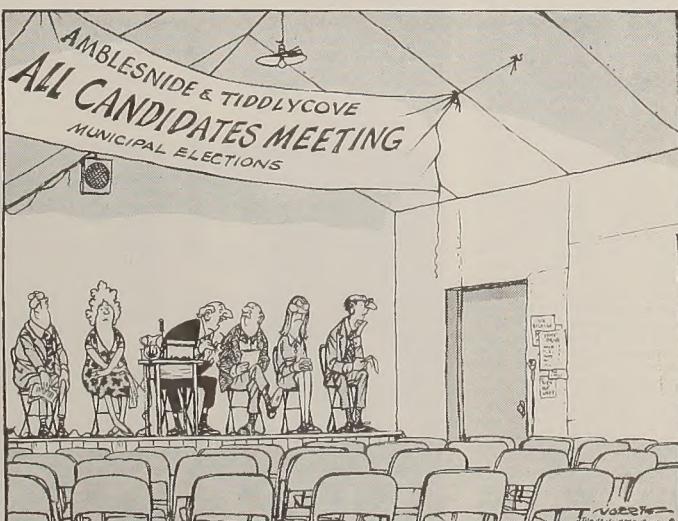
In view of the fact that local councillors often seek elected positions in the senior levels of government, Irving Paisley suggests that those holding municipal office should be required to resign before seeking another elected office. Another suggestion made by Mr. Paisley to tidy up the electoral system is the adoption of a system of voter registration to reduce the costs of enumeration and electioneering.

The Toronto Redevelopment Advisory Council recommends that the municipal franchise be extended to social and economic organizations serving the community.

Term of office

Another issue which has emerged with respect to the electoral system is the term of office. There appears to be almost unanimous support for increasing the term of office for councillors in Metro.

The Boroughs of Etobicoke, North York, Scarborough, and East York all call for reinstatement of the three-year term in Metropolitan Toronto. They claim the present two-year term limits the ability of councillors to plan, initiate, and implement complex programs or to institute changes in budgeting and other systems. Both Etobicoke and North York acknowledge that the two-year term may be more appropriate for



"Looks like that's just what we've got... an all candidates meeting!"

some of Ontario's smaller municipalities than it is for Metro. Therefore, the Borough of North York suggests that the three-year term only apply to municipalities with populations of over 100,000. The Regional Municipality of Peel suggests that the longer term be granted to all those municipalities with a population of over 75,000 and to smaller municipalities within areas under a regional government.

Others advocating a three-year term include Alderman Ben Nobleman of York, Mayor David Crombie and Aldermen Arthur Eggleton, Anthony O'Donohue and David Smith of the City, Alderman Frank Faubert of Scarborough, Paul Godfrey, Irving Paisley, Horace Brown, and the Urban Development Institute. Rod Robbie and Karl Mallette favour a four-year term. Clarence Downey was the only individual making a full submission who voiced support for the retention of the two-year term.

With respect to the term of office for special purpose bodies, the Toronto Board of Education recommends a three-year term for school trustees, while the Toronto Board of Health advocates that the term for all local boards and commissions be the same as it is for municipal councils.

Date of municipal elections

There appears to be considerable support for changing the date of municipal elections. While a few favour spring elections, the majority prefers some time in October or November. The primary reason is that early December often brings very bad weather, which interferes with campaigning and may discourage people from getting out to vote.

The Boroughs of Etobicoke and North York both suggest that elections be held the first Monday in November. North York suggests those elected could take office in December while Etobicoke prefers the first day in January. North York also suggests that the beginning of the municipal fiscal year be changed to December 1, and that the period of remuneration and other statutory dates be altered accordingly.

The Borough goes on to say that ideally, election dates and terms of office should be at the discretion of



local jurisdictions, within parameters established by the provincial government. The Borough objects to what it terms capricious variations in the term of office. For example, in Metro, the term has varied from one to three years over the past decade. If any changes in the term are made, the Scarborough Board of Education suggests that they be made well in advance of the next election.

Others supporting a fall date for municipal elections include David Chamberlain, the Social Planning Council of Metropolitan Toronto, and Irving Paisley, although the latter two feel a spring date would also be appropriate.

Controller Bruce Sinclair of Etobicoke, however, favours the spring and suggests that elections immediately precede the provincial and federal fiscal year-ends (March 31).

Remuneration for councillors and trustees

Alderman Ray Ireland of East York, Alderman Ben Nobleman of York, and Alderman Colin Vaughan of the City all argue that being a councillor in Metropolitan Toronto is a full-time job and recommend that councillors be remunerated accordingly. Marlene

Moccia and Stephen Longstaff agree. Karl Mallette recommends that, at the Metro level, councillors be paid the same as members of the provincial legislature. Alderman Nobleman and Ireland also point out that most councillors personally pay for a considerable share of their campaign expenses and suggest their salaries should reflect this fact.

In the survey of municipal councilors in Metropolitan Toronto conducted by the Commission staff, there appears to be a strong correlation between the level of remuneration of councillors and whether or not they work at their municipal duties on a full-time basis.

With respect to trustees, the Toronto and North York Boards of Education suggest that, since boards are elected, their level of remuneration should be set by the outgoing board and should not require outside approval.

Who is eligible for election

Alderman Elizabeth Eayrs claims local government should be run by local people and recommends that all candidates for municipal office be required to be residents of the municipality in which they seek office. At

present, any Canadian citizen or other British subject who is over 18 years of age and either resides in or owns property in a given municipality may run for local office in that municipality unless otherwise disqualified by statute. (For example, judges are ineligible.)

The Borough of Etobicoke recommends that existing legislation also be changed to require that candidates for Metropolitan Chairman be eligible to stand for office in Metro.

Subsidizing election campaigns

In their briefs, the Regional Municipality of Peel and Horace Brown advocate that campaign expenses of serious candidates be subsidized from the public purse. However, both suggest per capita ceilings be placed on campaign expenditures. Peel also recommends that contributions to local election campaigns be income tax deductible. While Alderman Tony O'Donohue does not recommend subsidies, he supports the imposition of ceilings on campaign expenditures and tax deductions for contributions.

From the Commission's survey of municipal councilors in Metropolitan Toronto, it was learned that the average aldermanic campaign in 1974 cost less than \$5000 but that expenditures varied with the size of the ward and the individual municipality. However, candidates for mayor and controller who must be elected at large in their municipalities, spent considerably more. In fact, over 40 per cent of those currently holding such offices spent over \$15,000 on their 1974 campaigns. It is also evident that those who spent the most received the largest amount in outside contributions.

Ward size

A number of people who appeared before the Commission suggest that, if local wards are too large, neighbourhood interests suffer. Suggestions for the optimum population of wards range from 10,000 to 25,000. Those calling for a reduction in ward size include Alderman Anne Johnston, Elizabeth Eayrs, and David Smith of the City, Edward Dunlop, the Forest Hill Residents' Association, and the Social Planning Council of Metropolitan Toronto.

Finance

Metropolitan Toronto has a larger population and a larger annual budget than many provinces in Canada. Local government here has come a long way from the custodial or housekeeping role it played only a few decades ago. The expenditures required to maintain this government are, in themselves, reason enough for public finance to be considered a major issue.

In addition to this, however, is the fact that large urban centres throughout the world are experiencing severe financial difficulties. Indeed, to date, Metro numbers among the more fortunate. In Metro, residents enjoy a higher level of service and lower property taxes than those in many other cities, yet they pay no special local taxes, and have a local government with a manageable level of indebtedness. Nonetheless, the costs of local government in Metro are rising dramatically and a number of elected representatives, officials and residents are very concerned about the future.

There are several reasons for concern. To begin with, property tax revenues, in the past, have increased through new assessment generated by the physical development of the Metropolitan area. Today, there is very little land available for development in

Metro and any expansion of the property tax base will have to come from redevelopment.

Secondly, rising costs over the past five or six years have been accompanied by substantial increases in grants from the provincial government. As a result, even with increased expenditures, local governments in Metro were not forced to raise taxes on property. However, in the current year, the province has cut increases in its grants so sharply that they are not keeping pace with inflation. It is already known that increases in overall property tax bills in 1976 will probably average about 15 per cent, and comparable or larger increases are possible in 1977.

Thirdly, most of the big spending at the local level since the Metro system was introduced in 1953, has been for capital facilities such as roads, subways, and sewers. These facilities were financed with money borrowed at low interest rates and paid back in a period of prosperity, when gross revenues increased substantially every year. Now, Metro's biggest expenditures are for human services such as education, police, transit operations, and social welfare. These services are labour-intensive and their associated salaries, wages, and pensions are expected to

keep pace with inflation. In addition, human service expenditures are ongoing and borrowing to provide them is a questionable practice.

The first question to be looked at in any examination of the cost of local government is whether public expectations of it exceed our collective willingness, or indeed our ability, to pay. If, however, there is agreement on the role of local government in Metro in terms of the services the system is to provide, there are other questions relating to finance which must be addressed. For example, is the Metropolitan system an appropriate structure to provide these services, and does it have the necessary expertise for sound financial planning and decision-making?

If a reasonable role for local government in the Metro area is established and if the appropriate conditions exist for Metro to carry it out, the final question is whether Metro and the area municipalities are getting an adequate and fair share of the tax dollar. Many suggest that they are not.

Certainly the role of local government has changed and that change has come about in response to the demands and expectations of citizens. Despite this expanded role, its own tax sources are the same as they were 100 years

ago, when its primary responsibility was to provide services to property. Indeed, Metropolitan Toronto has the same sources of revenue as tiny rural municipalities in Ontario. It appears that the ability of the province to take up the slack through grants is now at its limit.

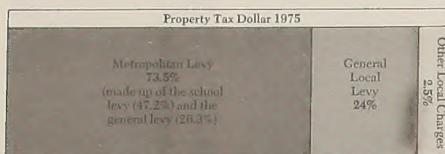
Local government revenues

At the present time, Metro and the area municipalities have the following three main sources of revenue:

- taxes on property
- grants from senior levels of government
- licences and fees.

A more detailed description of Metro's revenue base can be found in the December issue of *UPDATE*.

As was pointed out earlier, there is some question as to whether revenues from property taxes can keep pace with increases in the costs of existing municipal services. Indeed, over the past year, property taxes have risen while the level of some services, such as snow removal operations, has been reduced. In addition, the rate of increase in



provincial grants has been curtailed. It should be noted too that the actual or potential revenue derived from licences and fees is relatively insignificant with respect to Metro's overall financial situation. In light of these facts, many suggest that Metro must secure new revenue sources.

Many of those who presented briefs to the Commission during the fall and winter support recommendations in earlier submissions that Metro be given access to new revenue sources. Included in their numbers are Paul Godfrey, Controller Bruce Sinclair and Alderman Alex McNeil of Etobicoke, the Social Planning Council of Metropolitan Toronto, the North Rosedale Ratepayers' Association, and the Regional Municipality of Peel.

On the one hand, most consider giving Metro access to a small percentage of either income tax or sales tax as the most appropriate solution. Paul Godfrey believes that a share of the profits from the sale of motor vehicle licences or liquor might also be an

appropriate source of revenue. Alderman McNeil of Etobicoke suggests that Metro receive a share of the federal import tax.

On the other hand, a few of those who made earlier submissions suggested that Metro levy some of its own taxes. For example, Alderman McNeil suggests a five per cent Metro tax on hotel accommodation.

The fundamental difference between these two approaches is that the first deals with redividing the total tax dollar and the second with levying new taxes.

For example, if Metro were given a share of revenues from income tax, sales tax, liquor sales, or motor vehicle licence sales, it is quite possible that the province, having lost this revenue, might reduce its grants to Metro by a comparable amount. In this event, Metro would not receive any more dollars. What such an arrangement would do for Metro, however, is increase its ability to make more independent and publicly accountable



financial plans and decisions. To quote Paul Godfrey's brief, "Accountability can only be achieved if the government responsible for service delivery is equally responsible for the raising of revenues".

However, if Metro decided to levy other taxes in addition to the property tax, it would have to establish the administrative organization to collect them. In addition, there are some concerns relating to who would pay these taxes, how progressive they would be, and whether it is possible to levy such

taxes if other municipalities do not do the same thing. There is some question, too, as to just how much more taxpayers are willing and able to pay.

As was pointed out by the Hon. John Roberts in a speech to the Life Underwriters Association of Toronto last November, with all of this concern about new revenue sources for Metro, it is worth noting that New York City is now virtually bankrupt, despite the fact that it has had the broadest range of taxation powers of any city in North America.

Local government expenditures

In the December issue of UPDATE, the expenditures of local government in 1973 are listed. The following figures are for 1975 and are included to indicate how much and in what areas expenditures have grown at the local level.

1975	
Total Expenditures by Metro	\$ 836,133,000
Total Expenditures by Area Municipalities	339,728,000
*Total Spent by Local Government in Metro in 1975 \$1,175,861,000	

*Education figure is estimated since the teachers' strike was not settled when the statistics were gathered.

Where the Money Went (1975) – estimated

At the Metro Level	Amount	Percentage of Total
General Government	\$ 9,494,000	1.1
Protection to Persons and Property	122,905,000	14.7
Transportation services	107,293,000	12.8
Sanitation	37,709,000	4.5
Health, Social and Family Services	131,790,000	15.8
Recreation and Community Services	24,835,000	3.0
Community Planning and Development	3,339,000	0.4
Financial and Other	8,105,000	1.0
Education	390,657,000	46.7
Total	\$836,133,000	100.0

It is interesting to note the increases in Metro's expenditures.

	1968	1973	1975
Protection of persons and property	\$39,480,000	\$79,478,000	\$122,905,000
Transportation services	28,650,000	79,244,000	107,293,000
Social and family services	41,887,000	80,733,000	123,892,000
Community planning and development	992,000	1,931,000	3,339,000

	At the Area Municipality Level (Exclusive of the Amount Contributed to Metro)											
	Toronto	%	East York	%	Etobicoke	%	Scarborough	%	York	%	North York	%
General Government	\$ 22,859,000	15.6	1,151,000	9.8	6,012,000	13.4	8,212,000	15.2	2,222,000	11.5	4,274,000	6.7
Protection of Persons and Property	36,881,000	25.2	3,246,000	27.6	9,618,000	21.5	9,735,000	18.1	4,846,000	25.0	13,082,000	20.5
Public Works	26,621,000	18.2	1,652,000	14.1	9,089,000	20.3	9,667,000	18.0	3,611,000	18.7	15,066,000	23.7
Sanitation	12,497,000	8.5	1,492,000	12.7	4,203,000	9.4	7,089,000	13.2	2,233,000	11.5	6,934,000	10.9
Health, Social and Family Services	9,678,000	6.6	647,000	5.5	2,244,000	5.0	2,064,000	3.8	1,664,000	8.6	3,541,000	5.6
Recreation and Community Services	24,691,000	16.9	2,776,000	23.6	11,304,000	25.3	13,700,000	25.4	4,188,000	21.6	18,714,000	29.4
Community Planning and Development	6,966,000	4.8	148,000	1.3	911,000	2.0	1,488,000	2.8	255,000	1.3	772,000	1.2
Financial and Other	6,148,000	4.2	646,000	5.4	1,401,000	3.1	1,887,000	3.5	353,000	1.8	1,250,000	2.0
Total	\$146,341,000	100	11,758,000	100	44,782,000	100	53,842,000	100	19,372,000	100	63,633,000	100

Fiscal responsibility and financial management

In a period of economic recession, often more thought and effort goes into the scramble for a larger share of total government revenues than into looking for means of reducing expenditures and making more effective use of tax dollars.

However, some of those who made submissions to the Commission suggest means of improving the way local government in Metro makes expenditure decisions, and cite specific areas where economies might be achieved.

Conditional grants

The Social Planning Council of Metropolitan Toronto claims that conditional grants distort local priorities. It writes:

"While we acknowledge the responsibility of the province for the appropriate functioning of municipal government, one wonders whether some process of 'partial deconditionalizing' — making grants more flexible to local need — might not be warranted. 'Very often local government places less emphasis on the determination of local priorities, and concentrates more on ways of cashing in on 12¢ cent, 20 cent, or 25 cent dollars (where the balance is cost-shared by senior levels). This is particularly true in the human service field. For example, the Neighbourhood Improvement Program (N.I.P.) allows generous cost-sharing for the con-

struction of social facilities. It does not provide funding for the operational expenses of human services. Consequently a number of N.I.P. areas are currently submitting proposals for the construction of multi-service centers, and other physical social amenities. Would these types of expenditures necessarily occur, and do they reflect the perceived priorities of the local area, if the range of what could be funded in human services under N.I.P. were broader?

"Similarly, the present provisions of the Canada Assistance Plan leave little if any discretion to local government in determining social service priorities. Yet the municipality is expected to contribute its 20 per cent to the overall cost. If the Canada Assistance Plan makes possible the funding of crisis referral centers, will we get a large number of these services, when in fact priorities in a number of local areas may be preventive and support services to young parents? Can a municipality reduce the scope of its spending on libraries and increase community services to senior citizens?"

"An alternative approach would be to work for broader categories of transfer — i.e. per capita social development grants — which would set

parameters on the general use of senior level funds (such as restricting

such money to a designated set of human services), but allow for municipal discretion in assigning priorities and scale of funding between various human service activities."

The Social Planning Council also says that another problem with the present set of cost-sharing arrangements is

"the inordinate amount of time spent

by municipalities and local groups in sifting through the multitude of administrative procedures associated with current transfer schemes."

The Social Planning Council goes on to say

"such time consuming exercises often inhibit the responsive capabilities of local government, and can discourage citizen participation."

Major David Crombie and Alderman Arthur Eggleton agree that conditional grants distort local priorities.

Financial management

The Board of Trade of Metropolitan Toronto, Eric Steier, Alderman Alex McNeil of Etobicoke, Alderman Colin Vaughan of the City of Toronto, Alderman Frank Faubert of Scarborough, and the North Rosedale Ratepayers' Association all contend that the municipal tax dollar in Metropolitan Toronto is not being used as effectively as possible.

For example, the Board of Trade claims there is a need to review the effectiveness of existing programs and the cost implications of new programs. As a solution, it suggests that a planned program budgeting system be adopted by all Metro municipal governments. It suggests, too, that professional budget specialists review departmental budget plans prior to their political review. Finally, the Board claims that the annual budgeting procedure should include a determination of the number of civil servants required to carry out a given activity and that this number ought to be adhered to.

The Board of Trade, Eric Steier, and Alderman Faubert call for a fully independent audit of all local government expenditures in Metro. The Board

of Trade suggests that municipal auditors be guaranteed adequate salary and fringe benefit levels, as well as the staff and resources needed to carry out the function in order to ensure their independence. Alderman Faubert suggests this independence might best be protected by provincial statute. Both the Board of Trade and Mr. Faubert are opposed to Metro auditors having any responsibility for establishing or administering departmental budgets.

The Board of Trade also suggests that increases in local government expenditures not be allowed to exceed the average growth in the Gross Provincial Product. In addition, it claims that tax arrears are rising and suggests that consideration be given to the establishment of a centralized tax collection bureau at the Metro level to add expertise and "muscle" to the tax collection function.

The North Rosedale Ratepayers' Association contends that the worst overspending is at the Metro level because Metro Council is indirectly elected, unaccountable and weak. It suggests that Metro programs are not subject to sufficient public debate. In this connection, Alderman Vaughan of the City and Alderman McNeil of Etobicoke point to the tendency for Metro to support high visibility projects, such as the Zoo ride and the baseball stadium, which are neither essential nor self-liquidating. To reverse this trend, Alderman McNeil suggests that all Metro capital expenditures for non-essential projects in excess of five thousand dollars be approved by area councils. Alderman Vaughan suggests that approval of expenditures for unique facilities, such as Metro's stadium, be separated from Metro's capital budget and dealt with either at special hearings of the Ontario Municipal Board or in referenda.

Planning

As was the case with those who made earlier submissions, those who presented briefs during the fall and winter identified planning as one of the major issues facing the Commission. Their concerns focused on what we should try to achieve through the planning process, who should be responsible for it, and how planning, both within Metro and between Metro and the surrounding regions, might be coordinated.

A changing context

Traditionally the task of the planner has been to determine the most appropriate use of land, and to identify and plan for the services needed so that it can be used accordingly. While this task has not changed significantly, the context in which the planner works has changed dramatically.

The concentration of large numbers of people in a few urban centres in Canada has resulted in many competing demands for land in and around these metropolitan areas. This rapid urbanization has been accompanied by a need for a whole range of new services, both physical and social.

Both the existing and projected problems and costs associated with the continued growth of big cities have alarmed many citizens. While a few suggest we stop growth in metropolitan areas, existing evidence leads one to question whether it is possible or indeed wise to do so. However, a significant number do suggest that we can plan for and manage growth much better than we have in the past.

One problem identified by many of those who made submissions to the Commission is that planning today is not sufficiently comprehensive.

The Social Planning Council of Metropolitan Toronto and the Family Service Association of Metropolitan Toronto call for more integration of



social and physical planning, particularly with respect to residential development and redevelopment. They point out that certain kinds of planning decisions can result in enormous social costs, and that these costs are not being given adequate consideration in the early stages of the planning process. The Family Service Association writes:

"While we respect much of what has been presented to the Commission on the physical development of our city and the political and administrative structure of local government, we are concerned with how little attention has been given in the Commission's mandate to the subtler issues surrounding the health of local neighbourhoods and the human services required to keep them functioning smoothly. When cities deteriorate and die as functioning organisms, the initial breakdown occurs in local neighbourhoods and gradually moves outwards into the larger community. In order to encourage healthy development, it is essential to understand the complex interrelationship which exists between physical, social, recreation, education and health resources at the local community level. Jane Jacobs in her

new classic book — *The Death and*

Life of Great American Cities (1961) speaks clearly and eloquently to these issues. There is little purpose therefore in repeating her arguments here. Suffice it is to say that FSA's experience in local communities bears out her observations."

"In supporting the need to examine quality of life issues at the local community level, it is necessary to recognize that the city is not simply zoned areas of commercial, industrial and residential buildings divided by major roads, freeways and power line corridors. The city of Metro Toronto is actually the 2.3 million people who inhabit the hundreds of identifiable neighbourhoods that make up such political communities as East York, York, North York, Scarborough, Etobicoke and Toronto.

"When local neighbourhoods are cohesive and alive, they are able to support an energetic standard and quality of living for the residents as well as provide the necessary human services required for troubled individuals and families under stress. When they begin to deteriorate, however, community dissension, violence, and crime become quite apparent. One has only to examine the clusters of pins on the Metro map

marking juvenile crime occurrences and FSA cases to see which of Metro's neighbourhoods are currently experiencing difficulty."

In a similar vein, the Ontario Teachers' Federation suggests that school boards be asked to make recommendations on proposed housing developments with respect to their impact on the educational system.

Also for the sake of comprehensiveness, the Toronto Transit Commission advocates better integration of land-use and transportation planning. It points out, for example, that if transit is a Metro responsibility and zoning is a local one, it is impossible to provide transit service that is properly related to existing and possible future land uses. It claims that the protection of rights of way for future transportation use is essential to reduce the costs and impact of transportation facilities on residential communities. In agreement is the Metropolitan Toronto Parking Operators' Association, which calls for legislation that sets forth clearly and specifically the scope and purpose of the new Metro Official Plan so that adequate attention is given to the inter-relationship between land-use and the requirements of the transportation system.

Who is responsible for planning within Metro?

It is clear that all of the area municipalities in Metro are strongly opposed to a strengthened role for Metro in planning. While they agree that Metro does have a role in overall planning and coordination, their comments as to who should be responsible for local planning speak for themselves.

The Borough of North York claims that planning in Metro has only worked in the past because there was no requirement that Metro have an official plan and local bylaws were not required to conform to Metro's 'unofficial' plan. However, 1974 amendments to *The Municipality of Metropolitan Toronto Act* changed this situation and the Borough claims this undermines the local planning role. It calls for amendments to the planning legislation to provide for the primacy of area municipal planning.

Professors John Bossons and David Nowlan agree. They say:

"The impossibility of undertaking objectively 'council' municipal planning, and the need to involve the public through formally structured agencies rather than simply through some amorphous participation exercise, are both strong arguments against recommending a dominant, highly independent planning role for the Metropolitan level of government. Planning values and ideas must come up from below, from the local municipalities and their agencies. Proposals can be integrated at the Metro level and broad community values debated; but these functions cannot be served properly if Metro is set up as an independent, more isolated, central level of government with dominant planning authority."

The two also argue that the Metro plan should have to be consistent with local plans rather than vice-versa. The Borough of Scarborough agrees, and contends that the most important decisions made by its council are the planning decisions, because they affect the day-to-day environment and lifestyle of Scarborough residents. The Borough of Etobicoke refers to land-use planning as the essence of local self-determination and argues that planning must remain with the area municipalities. The Boroughs of York and North York agree. However, the Borough of Etobicoke suggests that the planning approval process be streamlined by doing away with unnecessary procedures such as the numerous, almost identical, approval processes often required for one planning project. Etobicoke also recommends that subdivision approval powers be devolved to the area municipalities from Metro. The Borough of North York suggests

that existing legislation be amended to give municipalities the option of determining the composition of their planning boards and other related matters without any outside authorization.

Alderman David Smith of the City contends that the level of government which controls land-use planning holds the power. In his view, the City of Toronto could more effectively deal with its inner city or 'core' problems under an amalgamated planning authority. The Toronto Real Estate Board suggests that because the core is so critical to the entire Metro community, Metro should have full responsibility for core area planning. Opinion is divided on this issue although it would appear that the majority of those who presented briefs favour City control. Finally, regardless of who is responsible for planning for the core, the Toronto Transit Commission claims that policies with respect to the future of the core must be agreed upon before new transit lines are planned.

Not all of those who made fall submissions to the Commission support such a strong role for the area municipalities in planning. The Toronto Real Estate Board claims that planning in Metro is too fragmented and too heavily influenced by politics. It calls for one main planning body at the Metro level which would be responsible for transportation, communications, the core, housing policies, official plans and major zoning bylaws. The Board recommends that this Metro Planning Board or Committee be composed of representatives from local governments, major private enterprise, the Labour Council, social and community organizations, and the Government of Ontario.

The Urban Development Institute advocates that the Metropolitan Corporation be required to adopt an official plan within a specified period of time. It believes that penalties for failure to do so, such as forfeiting the power to adopt the plan to a provincial minister, ought to be imposed. It goes on to suggest that all area municipality official plans should have to conform to the Metro plan and should be subject to approval by Metro Council.

The Board of Trade of Metropolitan Toronto agrees and adds that Metro should assume a leadership role in establishing planning and housing targets, specifying overall density, and setting ratios of housing to jobs.

Edward Dunlop goes even further. He claims that no single area municipality in Metro can plan effectively and that planning should be the exclusive responsibility of Metro Council, with the area municipalities restricted to plan implementation.



The future of planning boards

Regardless of which tier has the greater authority in planning, one issue is whether special purpose planning bodies ought to be continued.

Both the Toronto Real Estate Board and Professors Bossons and Nowlan suggest that the Metropolitan Toronto Planning Board should be re-established. The professors also recommend that local planning boards be retained. They write:

"The argument against continuing with a formally structured, officially appointed but non-elected Planning Board, frequently begins with the observation that planning is political. This observation is true. Indeed, it follows from our comments above that there is no technical, non-political solution to the problem of plan evaluation. Nevertheless, it

does not follow that all planning should therefore be the sole responsibility of a political, elected council. Such a conclusion requires these further premises: (1) that political issues should be dealt with only by elected councils, and (2) that elected councils can conduct their deliberations on these issues more effectively by not delegating a preliminary screening of these issues to other agencies. Both these premises, we suggest, are invalid.

The primary implication of recognizing that planning is political is that matters of planning and project decisions must ultimately be subjective; decisions must be filtered through individual and collective values and not simply through a textbook evaluation routine that pur-

ports to reflect "good planning principles". This filtering requires the political involvement of citizens. The proper reaction surely is to search for more effective ways of structuring that involvement. We believe that citizen involvement would be reduced by assigning all responsibility for planning matters to an elected council. The new, political view of planning demands an expansion of the realm of political activity, not a narrowing of it.

"The recent revisions of the Official Plan for the Toronto Central Area provide a good illustration of the unique role which can be played by a Planning Board. In this case, the City of Toronto Planning Board served much the same function as is served by a Royal Commission: it

held extensive public meetings and served as a relatively-expert board of commissioners who could take responsibility for integrating citizen input with staff recommendations and for submitting the result to politically-accountable bodies (in this case City Council).

"It would have been very difficult for City Council or a committee thereof to serve these functions. Time would have precluded the opportunity for as many public hearings (including several in the Chinese, Italian, and Portuguese languages). Lack of expertise and the political nature of Council deliberations would have precluded Council from making the significant technical improvements in the plan which the Planning Board made in response to citizen input."

The role of the OMB

Other submissions discussed the role of the Ontario Municipal Board (OMB) in planning.

Rod Robbie suggests that the OMB be strengthened and that those who have held elected office should be excluded from serving on it. Clarence Downey would have the OMB continue in its present role. The Borough of Scarborough agrees but suggests that its procedures be streamlined so that zoning bylaws certified by Metro as not contravening the Metro Official Plan and not contested by ratepayers not require OMB approval. The Borough, however, does emphasize the importance of retaining the citizen's right to appeal any planning decision at the OMB. The Borough of Etobicoke agrees.

Inter-regional planning and coordination

Since there is very little undeveloped land left in Metropolitan Toronto, most of the future urban growth in this area is taking place in the surrounding regions. While Metro has no say whatsoever in the planning policies of these regions, they will inevitably have an impact on Metro. It is the recognition of this fact that makes inter-regional planning such an important issue. Pro-

fessor Larry Bourne of the University of Toronto writes:

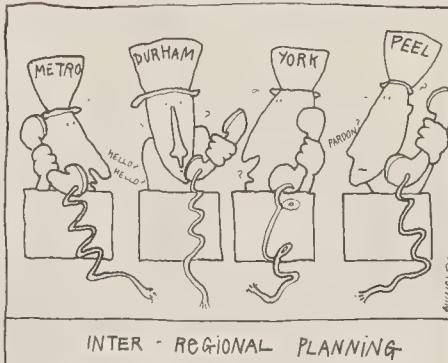
The Municipality of Metro Toronto is becoming the central city of an extended metropolitan area. It will in the relatively near future look, on the ground at least, much like the City of Toronto in 1953—surrounded by suburbs which depend on it for services, leadership, even images, but over which it has little or no influence and with which it is in frequent competition.

"It takes little imagination to outline a visual picture of the Toronto

urban region in twenty, if not ten, years. If current population growth trends continue (they will slow somewhat), Metro will be completely built-up in less than ten years. It will then, as suggested above, be in a similar position to the City in the 1940's. Metro's population will likely be about 2.6 millions by the mid to late 1980s, while the Toronto region will have 3.5 to 4.0 millions. In other words, about 40 per cent of Torontonians will live outside Metropolitan Toronto. By the turn of the century, this figure could be 50

to 60 per cent. In the meantime, Metro, itself, will come under increasingly severe pressure for redevelopment. Land prices and housing costs will likely rise. If the new suburbs further restrict growth, that growth will be forced into even more distant suburbs, with the resulting increase in overall commuting and servicing costs."

The City of Mississauga notes that, although the interdependence between Metro and its neighbours is self-evident, the regional government framework has failed to provide the mechanisms to coordinate comprehensive planning on an inter-regional scale. It advocates the creation of a formal coordinating process to solve planning and development problems involving Metro and Peel Region, Mississauga and Etobicoke. In contrast, the Regional Municipality of Peel believes that an inter-regional political structure or a supra-regional agency to deal with inter-regional planning would take decision-making away from the regions and add yet another layer of bureaucracy. While it agrees that the need for greater coordination is there, it suggests that some means must be found to achieve it other than creating one more layer of government. The Urban Development Institute suggests this role ought to be carried out by the province. Karl Mallette agrees, but adds that, regardless of who has the ultimate control, Metro should have the authority to comment on the effects of planning in the surrounding regions on Metropolitan Toronto.



Transportation

The major transportation issues identified by those making submissions to the Commission relate to who should be responsible for transportation planning in Metro and who should be responsible for the various aspects of transportation service.

At the present time, the planning, operation and maintenance of transportation facilities in Metropolitan Toronto is shared by the two tiers. Transit operations within Metropolitan Toronto are the responsibility of the Toronto Transit Commission, a relatively autonomous body, and inter-regional transit systems are operated by the Toronto Area Transit Operating Authority (TATOA). At present, there is no inter-regional transportation planning body, although some who have made submissions claim that TATOA has usurped this role.

Transportation planning

Both inter-regional transportation planning and planning within Metro, are of concern to those who made submissions to the Commission.

In discussing the inter-regional level, Mayor David Crombie and Alderman Arthur Eggleton of the City claim that the Toronto Area Transit Operating Authority (TATOA), although supposedly an operating agency for GO Transit, has developed into an inter-regional planning forum for regional transportation systems. This situation, they suggest, ignores the inter-relationship of transportation and land-use planning as well as the importance of regional planning for the Central Ontario Lakeshore Urban Complex (COLUC), which stretches from Hamilton to Newcastle and north to Lake Simcoe. They recommend that TATOA be abolished, and replaced by a joint technical committee of regional planning commissioners and a representative from the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA).

As for transportation planning within Metro, the Toronto Transit Commission (TTC) points out that the responsibility for planning public transportation is divided among a number of different agencies with no clear lines separating their respective responsibilities. Those involved include the Ontario Ministry of Transportation and Communications, TATOA, the Metropolitan Toronto Planning Department, and area municipal planning departments. This situation, it claims, leads to needless duplication and conflict. The Toronto Transit Commission calls for a long-term plan which includes a transit network to ensure the orderly development of Metro and its surrounding hinterland.

The Toronto Parking Operators' Association argues that the Metro plan should draw attention to the close relationship between land-use and transportation system requirements. It advocates that Metro establish a transportation planning committee comprising councillors, appointed officials and representatives of the private sector in transportation, and that this committee bear delegations from the public.

Transit

The Commission continued to hear recommendations concerning the appropriate organization for transit in Metro. Karl Mallette, a TTC Commissioner, claims the TTC is used now as a buffer between the elected and the electorate. He suggests that more political responsibility for transit should be taken and recommends that the TTC become a department of Metro. Mayor David Crombie and Alderman Arthur Eggleton support his position because they believe Metro cannot afford to have fragmentation in the responsibility for roads and transit, the two basic elements in an integrated transportation system. They also advocate that transit become the responsibility of a Metro transportation committee reporting directly to Metro Council, but they suggest that how transit relates to other transportation responsibilities should be the subject of further study.

On the other hand, Alderman Colin Vaughan recommends that Metro should construct transit facilities and

that a transit commission on which each area municipality is represented should be responsible for operations. Similarly, Alderman Anne Johnston recommends that local representatives as well as Metro representatives act in an advisory capacity to the TTC. Marlene Moccia and Stephen Longstaff agree that each area municipality should be represented on the TTC but add that the TTC should be assisted by citizen advisory boards. Clarence Downey maintains that the Commission is too small and not as representative as it should be. In his view, the Commission is composed of too many politicians who do not have enough time to contribute to it, particularly the Metro Chairman. He suggests that membership on the TTC be increased to seven, at least one of whom should be a woman. He also contends that no more than two should be elected representatives.

Financing transit

A number of those who made submissions to the Commission support policies that maximize the use of public transit rather than encourage the use of cars. While most recognize that transit alone cannot serve all transportation needs, they consider it the most efficient and economical means of moving large numbers of people within a major urban centre when all factors are taken into account.

To encourage transit use, the province introduced operating subsidies for transit systems in 1971. Prior to that time, capital grants were provided but operations were paid for out of the fare box although Metro was free to subsidize the system. On only one occasion before 1971 did Metro provide non-capital financial assistance to the TTC and that assistance was toward debenture debt which is normally paid for out of current operating funds.

In brief, the TTC explained that with the introduction of these subsidies, it began to introduce individ-



Wilmington Public School Art Project "Putting the Subway into Art"

(Continued on page 16)

Selected recommendations of politicians and municipalities in Metropolitan Toronto*

This chart represents an effort on the part of the Royal Commission on Metropolitan Toronto to summarize very briefly some of the key points made by those listed. For more detailed information, the individual briefs ought to be consulted.

MUNICIPALITY OR POLITICIAN	OVERALL ORGANIZATION			DIVISION OF RESPONSIBILITIES **			ELECTORAL SYSTEM		
	Number of Area Municipalities in Metro	Executive Structure	Size of Metro Council	Metro	Shared	Area Municipalities	Selection of Metro Chairman	Election of Metro Councillors	Term of Office
Metro Paul Godfrey	6	Strong, cabinet-type executive committee at Metro with six members.		Overall official plan, financial control, standard-setting and coordination, and broad objectives of service delivery.	The division of functions and responsibilities between the Metropolitan Council and the area municipalities and their responsibilities should be established by Charter. Delegation of assigned Metropolitan responsibilities for service delivery by Metro to the area municipalities ought to be allowed at the discretion of the Metropolitan Council. Metropolitan Council, however, should be solely responsible for maintaining overall budgetary controls and appropriate standards of service.	Collection of property taxes.	Elected by Metro Council as at present but should be from among their numbers and, when elected, asked to resign from local office.	Indirect election to Metro as at present.	3 years
East York Borough of East York Alderman Leslie Saunders	6 or more	Whole council at the area municipality level, at least in East York.		Overall official plan, Metro police force, and noise control.	Planning, policing and housing.	Local land-use and transportation planning, fire services, hydro, public health, local police to enforce by-laws, and people-oriented (human) services.	Elected by Metro Council as at present.	Indirect election to Metro as at present but with some moderation on ballots as to which local offices involve Metro responsibilities.	3 years
Etobicoke Borough of Etobicoke Alderman Alex McNeil Controller Bruce Sinclair	6	At the discretion of each area municipality. Should be reduced from its present size of 37 plus the Chairman. Boards of control elected at large in each area municipality.	15 plus the Metro Chairman.	Physical services, transportation, housing, transit, policing, acquisition of all parkland, roads and expressways which serve a regional purpose, garbage disposal, long-range land-use planning, establishing area-wide planning goals, coordination of planning, and coordination of library services.	Parking, parks, land-use planning, policing, and libraries	Recreation, public health, maintenance and operation of all roads serving a local function, garbage collection, fire services, land-use planning, zoning & subdivision control, local security forces, hydro, social services other than income support & assisted housing, housing if requested, and all undesignated or residual powers.	Elected by Metro Council as at present.	Indirect election to Metro as at present.	3 years
North York Borough of North York	6			Social services, housing, public health liaison, policing, transit, emergency services, harbour commission, works, fire liaison, licensing, roads, & traffic and area-wide planning.	Parks and recreation, parking and libraries	Public health, fire services and local planning.	Elected by Metro Council as at present	Direct election at large in area municipalities.	
Scarborough Borough of Scarborough Alderman Frank Faubert	4	Boards of control elected at large in each area municipality.		Overall planning, coordination of planning activities, garbage disposal, capital works on designated Metro roads, and policy & standard-setting.	Planning and parks, with Metro involvement in the latter confined to passive parks and golf courses and excluding recreation programs.	Maintenance of all roads, fire services, public health, local planning, and garbage collection.	Elected by Metro Council as at present.	Indirect election to Metro as at present.	3 years
Toronto Mayor David Crombie and Alderman Arthur Eggleton Alderman Elizabeth Eayrs Alderman Anne Johnston Alderman Tony O'Donohue Alderman David Smith Alderman Colin Vaughan	4	Executive committees at both tiers. Should be reduced from its present size of 37 plus the Metro Chairman.	25 (one for every 4% of Metro's population) plus the Metro Chairman.	Overall official plan, hydro services, energy policy, housing targets for Metro, fire services, transit, port and harbour policing along with Metro force.	Housing.	Public health, education, social services, assisted housing for low-income families, housing, parks and recreation and libraries.	Elected by Metro Council as at present.	Indirect election to Metro.	3 years
	4							Indirect election to Metro by local councils from among their numbers.	
	6	Executive committees at both tiers.	18 (mayor and two councillors from each area municipality) plus the Metro Chairman.	Coordination, policing, area-wide planning plus some residual powers.	Social services and planning.	Public health, planning and delivery of some social services, land-use planning, ownership and management of school property and advisory function with TTC.	Elected by all local councillors in Metro from among the members of Metro Council.	Indirect election to Metro by local councils from among their numbers and subject to recall by a two-thirds vote of the local council.	3 years
	1	Amalgamated system made up of four regions with an executive committee consisting of one representative from each region plus the Metro Chairman.	32 plus the Metro Chairman.	All responsibilities, but if amalgamation rejected, at least fire services, public health, buildings, and parks and recreation.			Direct election at large with limitations on campaign expenditures and campaign contributions to be income tax deductible.		3 years
	4			Fire services.		Land-use planning.	Elected in a ward and keeps ward responsibilities while Chairman.	Indirect election to Metro as at present	3 or 4 years
	6					Delivery of as many programs as possible.		Direct election in their area municipalities.	
York Borough of York Alderman Ben Nobleman	6	Boards of control elected at large in each area municipality.	Should be reduced from its present size of 37 plus the Metro Chairman.	Overall planning, environmental, official plan, police coordination and standard-setting, planning and construction of transit, administration of regional facilities, emergency services, and training of firefighters.	Planning, parking, parks, and transit operations.	Fire services, safety inspections of all kinds, land-use planning, and delivery of all human services.	Direct election at large.	Direct election in their area municipalities.	3 years

* Other councillors in Metropolitan Toronto not listed on the above chart made submissions to this Commission but did not express views on any of the above subjects.

** Many of those listed above either did not comment on or expressed general satisfaction with the division of responsibilities in a number of areas. Therefore, it should not be assumed that their comments with respect to the division of responsibilities are or are intended to be all-inclusive.

dual services, which could not pay for themselves and were not expected to pay for themselves, at least in the foreseeable future. The TTC says that operating subsidies provided about 27 per cent of the Commission's total operating expenses for 1975. However, it points out that

"the provincial government's rules for payment of operating subsidies to municipalities for transportation purposes have changed twice since they were introduced in 1971. Currently the province pays a subsidy equal to 50 per cent of public transportation operating costs (including the operating deficit of the transit authority) assumed by a municipality. The Commission cannot finally determine its level of service or fare structure for the calendar year until both the municipal and the provincial governments have approved their operating budgets for the year, which often does not happen until about April."

"The TTC Commission could plan its service and fare structure more effectively if it knew before the end of the calendar year what operating subsidy it could expect to receive in the following calendar year. This could best be done if the subsidy was determined on some formula and could be related or estimated in advance. The province used such a formula in 1972 and 1973, when the maximum subsidy was based on population and number of riders carried."

"It should be noted that the Treasurer of the Province of Ontario stated in his letter of June 11, 1975 that the province realizes the difficulties encountered by the Commission in preparing its annual budget and has made an intensive study of the feasibility of changing the year-end of either the province or the municipalities, so that the two would coincide. It has reached the conclusion that to change either one would create as many problems as it would solve. The Treasurer of Ontario recently advised the Municipal Liaison Committee of his intention to announce the 1976 budget earlier and believes this is the best solution to the problem."

"Certainly, planning of the scale of the Commission's operations and the fare structure would be more orderly if the basis of financial contributions to be expected in the year was known before the end of the preceding year. Planning for major capital projects which often take two or three years to complete is somewhat uncertain when the provincial government commits funds on an annual basis. A five year forecast of capital expenditures is prepared each year and submitted to the Metropolitan Toronto

government. A copy is requested by and supplied to the Ministry of Transportation and Communications. The fourth and fifth year's figures in this forecast are usually very indefinite. Planning would be more certain if the provincial government could approve at least the first three years of the forecast."

Clarence Downey points out that bus routes to new developments tend to lose money, particularly when they are first introduced. He suggests that such new developments be required to subsidize these services for the first three years. He also recommends that the TTC be relieved of all forms of taxation.

One final issue relates to the provision of transit services which cross Metro's boundaries. In order for the TTC to operate such services, legislation requires that it obtain a guarantee from the adjacent municipality that that municipality will cover any losses incurred for the service. As a result, it is very difficult to serve Metro-oriented fringe areas. The TTC argues that legislation should permit an entire inter-regional journey to be in one vehicle so long as the greater part of the journey is in Metro and recommends that any losses resulting from the provision of that portion of the service beyond Metro's boundaries be covered by a revised provincial sub-distribution formula.

Irving Paisley believes that Metro residents are subsidizing the transit costs of those who live outside Metro and are bused into Metro's transit system. He argues that the TTC should take over all bus operations feeding into it.

Roads

The division of responsibility with respect to roads in Metropolitan Toronto is a major concern.

The Borough of North York argues that while there is a Metro role in setting overall standards and undertaking major Metro roads projects, its role need not extend to the routine servicing of these roads. It recommends that area municipalities be responsible for the continuing maintenance of all roads within their boundaries and that appropriate financial resources be provided from Metro for them to do so.

In a similar vein, Mayor Crombie and Alderman Eggleton suggest that as Metro develops, certain arterial roads may take on more local use patterns. In these cases, they contend, Metro and the area municipalities should be allowed to review the designation of roads with a view to reclassification. The Borough of Etobicoke agrees.



Parking

Parking and parking policies elicited considerable comment from those who made submissions to the Commission.

The major issue appears to be whether parking policy should be taken over by Metro. On the one hand, the Toronto Parking Operators Association argues that there is a need for an overall Metro parking policy and that Metro ought to have sole control over the planned provision of destination parking. It also maintains that Metro should be required to specify parking provisions for new developments and redevelopments. It goes on to suggest that Metro should be the only level of local government allowed to own or operate car parks within Metro, and that it should be able to make parking agreements with adjacent areas served by GO transit. The Association says that Metro should install, operate and collect revenues from meters on Metro roads, approve meters on local roads and have the power to release vacant land temporarily for parking. As a final point, it argues that municipal parking operations should be under the same licensing and supervision as private operators.

On the other hand, the Parking Authority of Toronto argues that off-street parking is more a function of land-use policy than of transportation. Therefore, it claims there is no need for Metro to take a more direct role in the provision of public parking other than through the coordination of parking policies by the Metro Transportation Committee. It suggests that for the very few instances where public lots are needed in the boroughs, it is more economical for the Parking Authority

of Toronto to act as a management agent as it does now than have Metro take over all public off-street parking.

The only other area municipality with a parking authority is the Borough of York. Its Authority warns, in its brief, that amalgamation of individual parking authorities into a single authority would seriously affect local priorities, and in the case of the Borough of York, disrupt the commercial community. It suggests that lots at major TTC terminals be operated by the TTC so that parking and transit can be paid with a single fare. In this connection, the Borough notes that the City and North York have a revenue advantage by leasing TTC land near major transit terminals at a low cost, and then offering it for public parking at market rates. It recommends that all terminal parking be handled by Metro.

The Borough of Etobicoke agrees that either Metro or the TTC should operate transit-related parking and retain any revenues derived from it.

A final issue with respect to parking was raised by City Parking Holdings Ltd. and relates to the amount of tax levied on land used for parking purposes. It claims that property and business taxes on parking lots in the City of Toronto are unrealistic and out of proportion to earnings from parking charges and that owning land in Toronto is not a viable business in Toronto.

City Parking Holdings suggests that Section 27 of *The Assessment Act* be amended, making the existing economic use of land a factor in setting its assessment value and that Section 90, which provides that appeals consider market value, be repealed.



Housing

According to Mayor David Crombie and Alderman Arthur Eggleton of the City, the present distribution of housing responsibility in Metro is needlessly complicated and confusing.

To quote from their brief:

"In 1974, the province amended *The Municipality of Metropolitan Toronto Act* to require housing policies and bylaws of area municipalities to conform to a Metropolitan housing policy not then developed or passed. The amendment implied the development of a Metropolitan housing department (which is now taking place) and the delegation of Ontario Housing Corporation responsibilities to Metropolitan Toronto. Metropolitan Toronto is also responsible for senior citizen housing."

The two go on to say that:

"The City of Toronto has proven that area municipalities can develop the necessary capacity to plan for and deliver all assisted family housing within their boundaries. The responsibility for all assisted housing should be assigned to the area municipalities. Metropolitan Toronto, through its overall planning effort, should set the broad goals and objectives for housing production throughout Metro, leaving the area municipalities to refine these in terms of local need and planning."

"The rationale for a division of functions along these lines is quite clear. Housing development depends on the receptiveness of specific neighbourhoods or communities within each municipality. Area municipalities engage in detailed neighbourhood planning with housing frequently a central issue. They have the necessary staff to work at that level of detail while Metropolitan Toronto does not. In fact, each housing site which is recommended to the City Executive Committee comes with the joint endorsement of the Commissioner of Housing and the Commissioner of Planning. This close cooperation between the departments of Housing and Planning ensures that each housing project conforms to neighbourhood and City planning considerations, and that the planning process does not unduly retard housing development."

They also argue that the responsibility for senior citizen housing should be returned to area municipalities.

Michael Dennis agrees with this recommendation and advocates in his brief that Metro's role in housing should be supportive, permitting area municipalities to exercise initiative in land assembly and housing production. He



recommends that Metro be empowered to act directly, either at the request of an area municipality or when an area municipality fails to meet minimum housing objectives. He warns that the 1974 amendment requiring that area municipality official plans conform to Metro's Official Plan could adversely affect area municipalities, with respect to the establishment of overall housing policies, production targets, and housing budgets. He suggests that it be repealed. In his view, Metro should set an overall housing target and the area municipalities should negotiate the distribution of this target among themselves at Metro, with Metro Council as arbiter. In the event of a deadlock, he would give Metro the power to allow equitable housing distribution.

Mr. Dennis argues that the major

responsibility for housing should be at the area municipality level because housing development depends directly on neighbourhood receptiveness and because local decision-making will ensure that the necessary zoning approvals will be obtained. In his view, local political acceptability is a basic pre-condition for new housing.

He argues, too, that local municipalities have to play a central role in satisfying regional housing needs, because only they can identify sites and develop neighbourhood support for proposed projects. He suggests that the regional municipalities surrounding Metro should plan for and accept a known quantity of new housing within provincial targets.

The Federation of Metro Tenants' Associations agrees that housing should

be the responsibility of the area municipalities, because they have the best perspective from which to determine housing needs. While the Federation recognizes that much of the financing for such housing must come from the senior levels of government, it argues that decision-making can and should remain a local responsibility. It adds that standards-setting and inspections should be a local responsibility as well, and should guarantee tenant participation.

On the other hand, both the Urban Development Institute and the Board of Trade of Metropolitan Toronto maintain there must be one central authority for the delivery of socially-assisted housing and suggest that both housing policy and its implementation should be the exclusive responsibility of the Metropolitan Corporation within the powers assigned to it by the province. In its brief, the Institute says:

"Experience has shown that the housing needs of the population at large cannot be met by a series of divergent and conflicting policies of the part of local municipalities within the inter-dependent metropolitan area. The provision of affordable housing is so vital that its planning, programming and delivery must rest at a central power source. Within the context, therefore, of any provincial policies and programs in this regard, the Metropolitan Corporation should have exclusive responsibility. It follows that housing policies and programs would constitute one of the important functions of the Metropolitan Official Plan."

It goes on to say that:

"It follows from what was said above, that the municipal costs associated with the socially-assisted housing portion of the total housing program should be borne by the taxpayers of the metropolitan area as a whole. Similarly, costs associated with publicly-sponsored redevelopment projects undertaken for the benefit of the whole should be paid by the whole."

U.D.I. also mentions the wide variety of building standards, which create practical problems that may not reflect social and economic realities. It calls for uniform development and building standards in Metro, geared to changing incomes and family size.

The Institute recommends that adoption of the new Ontario Building Code in Metro, without amendment or addition by the area municipalities, be mandatory. It also suggests there be uniform interpretation and application of building, fire, and engineering codes across Metro.

Physical Services, Environmental Protection and Energy Supply

Physical services

Solid wastes (garbage)

The major issue with respect to solid wastes appears to be who is responsible for disposing of Metro's garbage and, in particular, for procuring landfill sites. A secondary but equally important concern is the need to reduce the amount of solid wastes generated.

All those who commented on this question suggest that the problems and costs of Metro's garbage disposal have assumed such proportions that only the

provinces has the necessary resources to find a solution. Included in their numbers are the Boroughs of Etobicoke and East York, the Board of Trade of Metropolitan Toronto, the Urban Development Institute, Alderman Alex McNeil of Etobicoke, and Karl Mallette.

The Township of King, suggests that alternative garbage disposal methods for Metro's garbage ought to be pursued. It contends that landfill sites in the Region of York should not be seen as a long-term solution.

Karl Mallette suggests that the province introduce regulations to reduce garbage production. In this connection, the Board of Trade recommends that Metro initiate and carry

out comprehensive studies to determine means of reducing the production of solid wastes.

The Board of Trade, however, sees no apparent need for transferring the responsibility for the collection of wastes to the Metropolitan Corporation. The Board basically supports the existing division of responsibility between the two tiers with respect to solid wastes.

Sewage and water supply

Those who commented on this area in the fall and winter submissions agree that the existing arrangements

with respect to both sewerage and water supply are adequate and the division of responsibility between the two tiers appropriate. Included in their numbers are Mayor Crombie and Alderman Eggleton of the City, the Borough of Scarborough, and the Board of Trade of Metropolitan Toronto.

Storm water management

The only comment the Commission received in the fall and winter submissions with respect to storm water management came from the Board of Trade of Metropolitan Toronto. While



the Board believes existing arrangements in this area are satisfactory, it notes that new developments beyond Metro's boundaries could give rise to problems. It suggests that consideration be given to the appointment of a provincial government agency with authority over storm water management for Metro and the surrounding hinterland, and that this agency be required to seek the advice of Metro, the Regional Municipality of York, and the Metropolitan Toronto and Region Conservation Authority.

Environmental protection

Air quality control

There appears to be little at issue with respect to air quality control. The Board of Trade suggests that *The Environmental Assessment Act* may clear up problems related to the effect on air quality of new developments but believes that some inter-municipal coordination is required in this area.

The Board maintains that the responsibility for the control and management of air quality should remain with the province but that Metro should be consulted by adjacent municipalities on air pollution problems in areas near Metro's boundaries.

Noise control

At the present time, noise control is the responsibility of the area municipalities.

The Borough of East York and the Board of Trade argue that this responsibility should be at the Metro level. In its brief, the Board writes,

"It is now recognized that noise is a pollutant which is as real as toxic air, impure water, unsightly and unhealthy litter and garbage. However, because of its subjective nature, difficulty of regulation, and partially unknown short- and long-term effects on the happiness, productivity and health of citizens, it is often ignored or given lower priority by municipalities in their efforts to regulate and improve the environment.

"Metropolitan Toronto has not become involved with noise abatement except for facilities owned and controlled by it. The noise bylaws of the area municipalities other than the City of Toronto are antiquated or inadequate for modern noise control. The City of Toronto recently enacted a comprehensive noise bylaw after detailed research on measurements and public reaction. The new regulations of the Ministry of the Environment are intended as a



R. C. Harris Filtration Plant

model or standard for modification and adoption by municipalities throughout the province.

"Noise is a complex subject. Noise levels vary widely from the heart of a city to a residential community or to the land. They could be regulated, however, by good bylaws, modern monitoring and enforcement. There are numerous areas where municipal control is necessary and desirable.

"To ensure a consistent treatment of this inter-municipal problem, the Board recommends that the Metropolitan Corporation should be given sole responsibility and jurisdiction for noise abatement control within the Metropolitan Toronto area. The Metropolitan Corporation should pass bylaws with uniform noise criteria for similar types of land uses, for vehicles, for construction equipment, projects and working hours, for commercial and residential equipment and other excessive noise sources. These criteria should conform as closely as possible to national and provincial standards to avoid confusion and should be reviewed and updated from time to time as future developments in the field necessitate."

The Borough of Etobicoke goes even further and suggests that noise control be a provincial responsibility. It points out that since the major sources of noise in the Borough are provincial highways and the international airport, the municipal level has no authority to do anything about it regardless of which tier has the responsibility.

Energy supply Electricity

The major issues identified by those making submissions to the Commission with respect to electricity are whether the provision of electric power should be a Metro or area municipal responsibility and whether special purpose bodies are needed or desirable to carry out this function.

Those supporting the amalgamation of local hydro services into one Metro commission include Mayor Crombie and Alderman Arthur Eggleton of the City and the Board of Trade of Metropolitan Toronto. Mayor Crombie and Alderman Eggleton contend that the present system is an unnecessary balkanization of responsibility, and that for the purposes of hydro electric service, Metro is one unit.

Similarly, the Board of Trade argues that amalgamation of hydro would lead to a common rate structure for all of Metro, a sounder financial base, and greater efficiency in data processing, personnel deployment and the use of sophisticated equipment. The Board also suggests that the amalgamated commission it proposes report directly to Metro Council.

Opposing any amalgamation of hydro services are the Boroughs of York, East York, and Etobicoke, the Scarborough Public Utilities Commission, and the Etobicoke and Toronto Hydro-Electric Commissions. They argue that few, if any, economies can be achieved by amalgamation. They also claim the existing system has worked well and is well regarded;

therefore, they question the need for a major change. The Etobicoke Commission argues, too, that the existence of five utilities in Metro is a self-regulating economic mechanism since any major difference in rates among municipalities has to be justified to the consumers.

The Toronto Hydro-Electric Commission does, however, identify one problem. It claims that hydro commissions should be given more financial independence so that they can borrow short-term funds and issue debentures within limits set by and subject to the approval of Ontario Hydro. At present, these activities require the approval of the Ontario Municipal Board as well as Ontario Hydro.

In fact, the Borough of York claims,

"there is a lack of clarity to the role definition of each level of government in providing electricity. Ontario Hydro handles both provincial and regional distribution and exercises direct control over the Borough's Hydro Department. It is only marginally accountable to Borough Council, because Ontario Hydro approves its rates and budgets and even dictates the amount of overhead cost which it will share with the Borough's other departments."

The Borough of York is the only municipality in Metro that does not have a special purpose body to deliver hydro services. Instead, hydro is the responsibility of a regular municipal department. As the Borough points out in its brief:

"Other boroughs let public utility commissions handle local hydro distribution. Yet recent independent research supports the view that local control is less costly than commission control."

The Borough therefore recommends continuation of its approach to hydro distribution and is confident that this mode of operation will allow further decreases in its costs which are now the lowest in Metro, and introduce a greater degree of financial flexibility to the management of Borough affairs.

A Metro energy board

Mayor Crombie and Alderman Eggleton point out that there is no central agency that sets standards for and coordinates all energy services, including the consumption and conservation of fossil fuels. They recommend the creation of a Metropolitan Energy Board, which would assume all responsibility for hydro-electric service in Metro, set policies to govern overall energy consumption and conservation, and coordinate the delivery of all energy services.

Public Safety

Policing

From the briefs submitted to the Commission, the level of satisfaction with policing in Metropolitan Toronto appears to be relatively high. However, there was some concern expressed that the Metro Police Force could be more accountable to the area municipalities and to the community at large.

None of those who made a submission to the Commission during the fall and winter, however, recommended that the responsibility for policing revert to the area municipalities. Most believe that greater accountability can be achieved by changing the membership of the Metropolitan Board of Commissioners of Police and by some decentralization of authority for a few matters.

Coordinator Bruce Sinclair of Etobicoke writes:

"It has been obvious for many years that there has not been proper geographical representation from Metro Council on the various boards and commissions. The Police Commission, if retained, should be composed of nine members: the Metro Chairman, four council members — one from North York, one from Toronto, one from either Etobicoke or (West) York, and one from either East York or Scarborough — and four citizen members, chosen on the same geographical basis. Council representatives would be put forward by the respective caucuses of Metro members from the six municipalities. The lay members could be proposed by the local councils of the area municipality.

"Retired judges would be excellent candidates for membership on the Police Commission. This would eliminate the conflict of interest that may exist when active members of the judiciary are appointed to the Commission.

"This method of selection would eliminate the jockeying for seats on the Police Commission by representatives from the various area municipalities — a struggle which always seems to start off new Metro Councils on the wrong foot."

The Borough of Etobicoke and Marlene Moccia and Stephen Longstaff recommend that each area municipality be allowed one representative on the Board of Commissioners. Etobicoke suggests that these representatives be appointed by the local councils for a one-year term, with provision for re-appointment. As opposed to the present arrangement, Alderman Anne Johnston believes that the position of chairman of the Board should not be a permanent one and that the appointment should be subject to review by Metro Council at the beginning of each council term.

Mayor Crombie and Alderman Eggleton support the continued existence of a Board separate from Metro Council. They suggest that one member should be appointed by the province to effect liaison with the Ontario Provincial Police and that the remainder of its members should be appointed by Metro Council, leaving Council to debate whether it appoints councillors or people from outside local government. Marlene Moccia and Stephen Longstaff suggest that Board ought to be assisted by citizen advisory boards.

The Boroughs of York and East York argue that some policemen should be available to area municipalities. East York recommends

"that some law enforcement personnel should be directly available to the municipality. It is definitely felt that these officers should be responsible for the enforcement of parking

regulations within the borough. In addition, the Commission should also consider whether it would be advisable to give these officers jurisdiction in the areas of park control, vandalism, and local enforcement of a Metro-wide noise abatement by-law. These officers could be a separate law enforcement agency directly under the authority of the Borough. Alternatively, they could be members of the Metropolitan Toronto Police Force who have been assigned to and who report to a borough official."

The Boroughs of Etobicoke and York also suggest they should have local policemen to walk the beat. Etobicoke recommends that consideration be given to separating these more local police functions from the responsibilities of the Metro force.

Mayor Crombie and Alderman Eggleton suggest that the Port and Harbour Police in Metro should become part of the Metro Police Department.

A final comment comes from the Ontario Teachers' Federation, which argues that too little is being done to prevent crime. It recommends that additional staff be added to the Youth and Safety Bureaus of the Metro Police Department and that stronger relationships be established between the force and the schools.

Firefighting

The major issue with respect to firefighting in Metropolitan Toronto is whether or not fire services should be amalgamated. Opinions are strong on this issue and almost equally divided.

During the spring hearings, the Commission heard from five locals of the firefighters union in Metro, all of which opposed amalgamation. Over the fall and winter, area municipalities supported their stance.

The reasons given for retaining six fire departments in Metropolitan Toronto are:

- There is no persuasive evidence that amalgamation of fire services would result in greater efficiency and economy.
- Firefighters on local forces can become much more knowledgeable about the area they serve

• Amalgamation would result in higher costs because equalization would take place at the highest possible level of service.

• Extra levels of administration in an amalgamated system would divert resources from front line fire services and lower morale.

The Borough of Scarborough sums up the arguments against amalgamation in its brief:

"In any discussion of amalgamation of Metropolitan Toronto, the fire protection service is always cited.

"It is clear to Scarborough Council that this would be a potentially higher cost service under amalgamation. The equalization of services mentioned as one of the strengths of the amalgamation argument, is in fact its weakness. Scarborough is confident that equalization would take place at the highest possible level of service. This would be too expensive (and unnecessary) for this municipality."

"A very large percentage of buildings in Scarborough were constructed under rigid fire safety standards thus making our fire protection requirements much less than those of the older municipalities. Under an amalgamated system, however, this would not be taken into account. "The extra levels of administration and the coordinators required in an amalgamated system would make a mockery of the "economics of scale" argument which appears to be the second major argument advanced by the amalgamations. The Scarborough Fire Department is able to operate satisfactorily with a very small executive staff leaving a larger proportion of its budget for the front line fire services.

"Scarborough Council does not agree that fire protection is similar to police protection, for which the arguments in favour of amalgamation are strong. Crime is mobile and therefore requires a mobile police force having a wide jurisdiction. By its very nature, fire is more static and is not usually fought over wide areas.

"In Scarborough, a fire department closely related to the residents, has been very successful in developing a fire prevention program that lo-

cates potential fire sources before a problem starts. The program employs regular duty firefighters who have face to face contact with the public. This helps them develop a pride in their community and the citizens a pride in their firefighters. In each of the last four years, the Scarborough Fire Department has stood first in Canada in Fire Prevention and Fire Protection programs involving the community.

"None of this would be possible in an amalgamated fire service which, with standardized procedures and policies, would be more remote and bureaucratic."

However, some boroughs are concerned about border calls. While East York claims they present no problem, the Borough of North York says that a better communications network is needed to handle them. The latter also argues that the closest fire station should be required to answer a fire call, regardless of municipal boundaries. Dr. Walter Unger, who lives near a municipal boundary and who lost three children in a fire, agrees. While some of Metro's area municipalities have informal inter-municipal agreements to participate in border calls at no charge to one another, the City of Toronto does not participate in these arrangements. It charges \$1,400 per hour, per unit, for the use of its equipment and men. The Borough of York argues that such charges should cease. Dr. Unger claims that, while he does not consider the amalgamation of fire services necessary, he would prefer amalgamation to the possibility that one life might be lost that might have been saved if better border call arrangements existed. In his view, all residents of Metro should be entitled to, and should get, the same level of firefighting services.

The Board of Trade of Metropolitan Toronto believes that firefighting should remain an area municipality responsibility but that training and the maintenance and use of highly specialized equipment should be centralized at the Metro level to ensure that these services are provided efficiently and economically.

However, a number of those who presented briefs to the Commission favour the total amalgamation of fire services.

Mayor Crombie and Alderman Eggleton argue that fire protection is in the same category as emergency services and police, both of which have been amalgamated with improved service as a result. They contend knowledge of and sensitivity to neighbourhoods is no less important for firemen than policemen. However, they suggest that an assignment system which places policemen and firemen in a given community for a considerable time will accomplish this. They argue that amalgamation of firefighting services has the advantages of equalized cost, centralized training and dispatch, and comparable service levels. Clarence Downey, Alderman David Smith of the City, and David Chamberlain agree.

Emergency communications

There continue to be differing views regarding Metro's central 2-1-1 number, 361-1111. Borough fire departments claim that there is too long a delay in relaying messages to them. The Borough of York admits that its own fire department encourages the use of its own number and that this duplication is confusing to the public.

The Board of Trade of Metropolitan Toronto urges the implementation



of a 911 number. It cites the following advantages to this system:

- a universal, easy to remember, three-digit number
- ringback on a telephone if the caller hangs up
- free access from coin telephones (The present 361-1111 requires a coin deposit)

The Board also points out that since telephone boundaries closely parallel Metro's boundaries, there would only be 800 subscribers outside Metro who would have access to a Metro 911 system.

The Board suggests that the Metro tier coordinate an amalgamated emergency dispatch system.

Ambulance services

The only comment the Commission received about the newly-created Metro Ambulance Department came from the Borough of Etobicoke, which suggests that it develop a close working relationship with local fire departments.



Human Services

Human services include education, health, recreation, social services, and libraries. In many submissions received dealing with human services, there appears to be general agreement that there is a need for a comprehensive human services policy and area-wide standards of service delivery for Metropolitan Toronto. It appears, too, that a majority consider this function the responsibility of the Metropolitan Corporation. However, those in the voluntary sector clearly feel they should have some official voice in policy setting and planning, regardless of which level of local government is given the primary responsibility in this field.

A human services policy framework for Metropolitan Toronto

According to the Social Planning Council of Metropolitan Toronto, the need for a social policy framework for Metro cannot be questioned when over two-thirds of municipal expenditures in Metro are for human services. It maintains that there is a need for a partnership of public and voluntary bodies to determine the most appropriate areas for both citizen initiative and local government involvement in this field. It argues that, too often under the present system, needs are defined and priorities established by the senior levels of government. This situation, it claims, results in many social needs going unattended, while various levels and agencies of governmenticker over who should service them.

The Council calls for the establishment of a new set of structures and processes at the local level to review, evaluate, and set priorities with respect to human services programs and spending.

The Regional Municipality of Peel supports this view and contends that the validity of giving the primary responsibility for the coordinated planning and integrated delivery of human services to the municipal level can be substantiated. It argues that municipal

government already has an established framework for urban planning, which should be broadened to include social planning. It adds that municipalities already provide many human services and, because local governments are closest to the people, they can be more responsive to their needs.

Ray Tomlinson believes that the social policy mechanism in Metro must take into account the needs of various communities and their reactions to existing programs. He argues that policy setting cannot be separated from program planning and service delivery. He also believes that too much attention has been focused on the failures of the system and too little on what can be learned from its successes. He recommends that, before establishing some new mechanism for developing social policy, we look at the patterns of policy development, methods of evaluating programs, and efforts at coordination already in existence. He wonders, for example, what human services are under-utilized or over-utilized.

To evaluate human service programs and determine who should administer them, he suggests that duplication of effort and costs be considered, as well as the number of requests for both services and information. Waiting lists for services and facilities should also be examined. One final criterion cited by Mr. Tomlinson is the regularity with which community needs are assessed by those involved in delivery.

In his brief, Mr. Tomlinson describes planning as a process which involves developing programs within established policy, identifying target groups, setting standards and evaluation criteria, and designing the means of delivering the service. To do this adequately, he maintains that those responsible for planning must

- have access to all relevant information
- work with individuals, groups, and agencies who can contribute to the establishment and review of social policy objectives for Metro
- demonstrate leadership by implementing policy quickly
- develop a creative and flexible approach to the delivery of social services
- establish links with all sectors of the human services field.

The Senior Inter-Agency Coordinating Council for Coordinated



Mental Health Services for Etobicoke Children and Adolescents maintains that the human services planning process is as important as the short-term solutions to problems. It argues that

- clients should be able to participate in planning services wherever possible
- all human services should be planned together
- a continuous human services policy planning process is required.

It recommends that The Royal Commission attempt to define this process rather than look for solutions to individual problems.

The Etobicoke Social Planning Council suggests that human services planning be the responsibility of the area municipalities. The North York Inter-Agency Council and the Senior Inter-Agency Coordinating Council for the Coordinated Mental Health Services for Etobicoke Children and Adolescents agree.

However, the Regional Municipality of Peel, the Board of Trade of Metropolitan Toronto, and Alderman Colin Vaughan believe that policy and standards-setting should be a Metropolitan or regional responsibility.

The Movement for Municipal Reform argues in its brief that community service needs and programs should be determined and controlled by their users. It suggests that neighbourhood service centres ought to be

established and operated by local residents. In its view, the role of both Metro and the province in human services should be primarily one of equalization and redistribution.

The YMCA calls for government human service planning that will include the experience and unique perspective of the voluntary sector and says that, to its knowledge, this approach is not being taken anywhere in Metro at the present time. The Board of Trade of Metropolitan Toronto and the Family Service Association of Metropolitan Toronto agree.

Human service delivery

At the present time, the responsibility for the delivery of human services in Metro is shared by the two tiers of local government, although Metro has no role in the delivery of public health services and the area municipalities have no role in the delivery of social welfare services. The voluntary sector also delivers a number of human services directly.

Of those who presented briefs to the Commission, a clear majority appears to favour a stronger role for the area municipalities in the delivery of human services.

Included in their numbers are the six area boards of education, the six

area public health boards, the Etobicoke, North York, and Scarborough library boards, the Boroughs of Scarborough, York, and Etobicoke, Alderman Colin Vaughan, Mayor David Crombie and Alderman Arthur Eggleton, the Etobicoke Social Planning Council, and the North York Inter-Agency Council, to name a few.

There is, however, no consensus on the appropriate division of responsibilities between the two tiers with respect to all sectors, because there is no real human services "system" now in existence, and many question whether a thoroughly systematic approach to service delivery can be taken. There does appear to be agreement on the need for streamlining human services, for increased coordination at the planning and delivery stages, and for some Metro-wide standards in this area.

While most of the recommendations were directed to particular sectors, there were a few general comments made with respect to the role of government in human services.

Both the Metro Toronto YMCA and the Family Service Association of Metropolitan Toronto claim there is too little direct citizen involvement and too much government involvement in human services. In their view, government should encourage and support citizen participation in the delivery of needed social health, educational, and recreational services, through grants and purchase of service agreements with voluntary agencies. They warn that when government delivers services, they are more costly and citizens are less inclined to decline. They also contend that government control discourages the kind of responsible and informed social criticism offered by private agencies. Both suggest that government should provide funds for the recruitment, training, and support of volunteer workers.

The YMCA claims that, wherever possible, government should get out of service delivery. It debunks the notion that government funding makes an organization quasi-public. Rather, it argues private organizations become public when public bodies determine what their policies should be and where their resources should be allocated. The YMCA claims that government has lost sight of the value of the voluntary sector. The YMCA believes that government involvement in the field of direct human services delivery is necessary if we are to have a comprehensive response to human needs. However, it says,

"we are concerned that government's capacity is not tempered by sufficient sensitivity to the effect of its action on the private sector. The evidence suggests that governmental leaders have lost sight of the value of the private sector, or, at worst, prefer to ignore it."

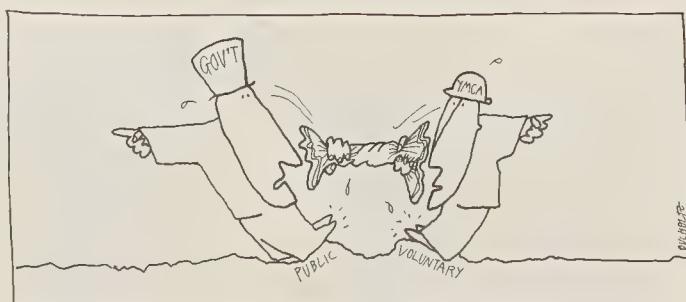
The YMCA believes that often research provided to government underestimates the contribution of private voluntary organizations and gives as an illustration a chart used in a paper on human services delivery prepared for the 1975 Bureau of Municipal Research - Social Planning Council Conference, "Metro Toronto Under Review: What Are The Issues". This chart compared the level of expenditures of human services in 1974 by public and private source.

Total Human Service Expenditure Estimates for Metropolitan Toronto in 1974

Municipalities	\$75,395,627	47.8%
Metro	73,912,168	46.9%
United Way	8,300,000	5.3%
Total	150,607,435	100%

As the Y.M.C.A. points out:

"The United Way does not represent the total private, voluntary con-



tribution to human services in Metropolitan Toronto. First of all, by restricting the reference to United Way members, the author ignores the contributions of many service groups, private organizations, churches, and community groups which contribute substantially to the total of private effort.

Secondly, the figures refer only to United Way allocations to its member-agencies and not to the total expenditures of those members. Therefore, we submit for the Commission's information the same data containing a more accurate analysis of the 1974 expenditures by United Way organizations."

Area	Expenditure	Percentage
Municipalities	\$75,395,627	47.8%
Metro	73,912,168	46.9%
United Way	8,300,000	5.3%
Total	150,607,435	100%

The YMCA maintains that increased government spending for human services is undermining the traditional value of personal philanthropy and could ultimately destroy voluntary agencies and organizations. At present, it believes, government is competing with the voluntary sector and is often subsidizing services for those who are willing and able to pay for them. In its view, such a situation diverts tax dollars from areas where they are more urgently needed, undermines voluntarism, and encourages the attitude that government should do everything.

The YMCA believes that a pluralistic approach to human service delivery, with a significant contribution from the private, voluntary sector is preferable because:

- it provides an opportunity for citizens to give their time, energy and ideas to crucial social problems and encourages them to accept some personal responsibility for their resolution;
- it recognizes that government cannot solve all problems and cannot be expected to;
- it provides choice of affiliation, method and contribution;
- it generates higher quality, more cost-efficient services;
- it encourages diversity and a respect and tolerance for the less conventional;
- it is best able to provide for the unique requirements of diverse minorities.

The Family Service Association of Metropolitan Toronto claims that human services work best when they are identified with a local neighbourhood and directly involve local residents in their operation. This Association contends that voluntary agencies ought to be encouraged to monitor social trends, experiment with new programs, and develop social action programs. It argues that the breakdown of a city begins at the neighbourhood level and, when neighbourhoods lose cohesion,

vitality, and ultimately their sense of responsibility for their own well-being, their dissension, crime, and violence become apparent.

The Etobicoke Social Planning Council argues that Etobicoke residents have demonstrated a willingness to plan and provide neighbourhood services but are hampered, particularly by the province, which earmarks most of its grants for specific programs, thereby discouraging innovation and restricting the ability of municipalities to respond to local needs. It points out that establishing neighbourhood services usually involves going to one's area municipality, then to Metro, and then to the province, with its variety of programs and ministries which do not even coordinate their own activities. It argues that area municipalities should be able to plan and implement all human service programs they deem necessary for their citizens, and that financing should come from the province, but spent as the area municipality sees fit.

Abolition of local school boards

Karl Mallette and Thomas Wilson suggest that school boards as they now exist be abolished. However, Karl Mallette recommends the election of community councils which would perform a number of functions in addition to serving as community school boards. He would allow the Metro Separate School Board to remain.

Thomas Wilson believes education should be under the direct control of Metro Council to ensure greater accountability with respect to the spending of the education tax dollar. William Hutton agrees that school boards ought to be abolished but does not indicate a preference for either a one- or two-tier education system.

Amalgamation of local school boards

Education

Unlike those who made earlier submissions, many of those who presented briefs to the Commission during the fall and winter consider the organization and financing of our educational system as major issues.

The Commission received comments supporting everything from direct control of our education system by Metro Council to control of this service at the neighbourhood level.

The Board of Trade of Metropolitan Toronto claims that the present two-tier system of education has not equalized educational opportunities in Metro and therefore recommends that local boards of education be amalgamated into one Metropolitan Board. Although it suggests that trustees be elected in Metro wards, it recommends that neighbourhood advisory councils be established to liaise with school administrators.

The Metropolitan Toronto District Council of the Canadian Union of



Public Employees also supports the amalgamation of local school boards because, in its view, a centralized administrative structure would be more efficient.

Abolition of the Metropolitan Board

Paul Godfrey and the Toronto and North York Boards of Education suggest the abolition of the Metropolitan Toronto School Board.

Paul Godfrey recommends that Metro Council be given full financial responsibility for all aspects of local government in Metropolitan Toronto, including education. Under this scheme, the Metropolitan Toronto School Board would be redundant.

The Toronto Board of Education would dismantle the Metro Board, and divide the responsibility for primary and secondary education in Metro among four autonomous boards of approximately equal enrolment. It suggests that Metro's two smallest school boards are not large enough to provide a full range of education programs. It claims greater economies of scale could be achieved by abolishing these two boards rather than expanding them. In redrawing Metropolitan Toronto, it suggests that care be taken not to make one board a kind of inner city, non-English speaking area for educational purposes. The Board goes on to say that, while the considerable tax base of the City of Toronto was needed during the 50s and 60s to finance new schools and school equipment, this is no longer the case. It argues that the Metro Board's control over the operating budgets of the local boards distorts local priorities and reduces the ability of local boards to be responsive to their constituents. It claims citizen input into education can only be achieved if local boards are given responsibility and autonomy. It recommends that coordination among the area boards be carried out by a secretariat responsible to a committee of board chairmen.

The North York Board of Education recommends the creation of six autonomous boards of education in Metro of approximately equal size. However, it believes the number could be reduced if that is considered desirable. It contends that boards must be large enough to offer a full range of services but small enough to be responsive to local needs. It recommends that the number of boards be determined by the number of area municipalities in Metro and that the boundaries of both should be the same.

The North York Board claims

that the Metro Board is costly to operate, controls too many aspects of local board operations, takes too much of the time of both local trustees and staff, and leads to fiscal irresponsibility on the part of local boards. Like the Toronto Board, it would abolish the Metropolitan Toronto School Board and replace it with a Metropolitan Toronto Council of School Boards, which would operate purely as a coordinating agency. It suggests, too, that the responsibilities of this proposed agency be reviewed from time to time by the member boards acting in concert.

All of the area municipalities agree that the boundaries for boards of education should be the same as municipal boundaries, particularly now that they are involved in so many cooperative ventures with libraries, boards of health and so on.

A two-tier education system

Many others who do not recommend the abolition of the Metropolitan Toronto School Board suggest that its powers be substantially curtailed. Included in their numbers are Norma Henderson, the Ontario Teachers' Federation, and the East York and Etobicoke Boards of Education. Most recommend that local boards be given financial autonomy and that the Metro Board play only a coordinating role.

The Etobicoke Board adds that the Metro Board should not be operating schools for the mentally retarded. It claims the retarded should be in special classrooms within regular schools, as are the deaf and children with orthopaedic problems. The Toronto Board of Education and the Ontario Teachers' Federation agree.

The Ontario Teachers' Federation supports the retention of the two-tier system with all unassigned powers going to the area municipal boards. It suggests that the staffing of the Metro Board ought to be curtailed. It sees the increasing power of the Metro Board as undesirable because, in its view, it tends to be controlled by the largest boards and is not directly accountable to the public. The Federation fears amalgamation. It argues that equal dollars spent in different areas under different circumstances will not necessarily generate equal educational opportunities, and for this reason, among others, smaller local boards can do a better job.

Norma Henderson would give area boards more fiscal responsibility and freedom but believes Metro should continue to operate specialized schools for the deaf or mentally retarded, coordinate the organization for the place-

ment of surplus staff and portable classrooms, and coordinate the organization of special enrichment programs of benefit to all Metro students.

Education planning

With respect to establishing priorities and planning for education, the Movement for Municipal Reform suggests that principals, teachers, parents, and the community at large should be involved in identifying educational needs, developing curricula, and managing schools.

The Movement recommends that all elementary and secondary schools be used as community facilities. It argues that, before- and after-school day care, health, and nutrition programs should be fully integrated with education. But it contends that such programs should be costed and that the additional expenditure for them should not have to be covered by the education tax dollar.

Trustees

The North York Board of Education and the Ontario Teachers' Federation claim that representation on the Metropolitan Toronto School Board does not reflect the population in Metro's area municipalities. The Federation suggests that Metro be divided into 20 to 24 education wards, each of which would elect a trustee to serve on both levels. It favours the retention of the two-year term of office.

Norma Henderson suggests that there should be two trustees in each ward elected for four years with one elected every two years. She also recommends that trustees be given the same status and pay as local aldermen.

The North York Board of Education argues that local boards ought to be able to determine the level of compensation for trustees without provincial approval.

Education finance

Most of the comments concerning who should finance education came from school boards, municipalities, and education groups.

The Toronto and North York Boards of Education claim the property tax can no longer support education. They suggest that consideration be given to providing municipalities with a share of the revenues from sales tax and income tax.

The North York Board of Education suggests the imposition of a municipal income tax as a possibility. The Board also suggests that school boards be allowed to engage in rev-

enue-generating enterprises without penalty.

The Borough of York Board of Education points out that teachers' salaries have continued to rise while enrolments decline. Since provincial grants are based in large part on enrolment, education expenditures as a percentage of the total provincial budget have decreased over the last three years. In this connection, the Etobicoke Board of Education argues that costs cannot be reduced in direct proportion to declining enrolments.

The Etobicoke Board also claims that the provincial weighting factors for funding boards do not address the unique problems of school boards in large urban areas like Metro because, for the purposes of general grant regulations, spending ceilings, and weighting factors, the Metro Board and all the area boards are treated as a single board of education. Provincial funds go to the Metro Board and are then redistributed by it. To improve the situation, the Etobicoke Board suggests that the Metro Board should continue as banker, but that ceilings and weighting factors should be calculated for each area board of education. It is opposed to Metro's controlling the operating expenditures of area boards, although it believes certain responsibilities could be assigned to Metro by agreement of all area boards. In a similar vein, the Toronto Board of Education suggests that provincial grant weighting factors be reviewed regularly with the direct participation of local boards.

The Toronto and North York Boards of Education claim, however, that the financial role played by the Metro Board undermines local autonomy and recommend that area boards in Metro receive grants directly from the province. They maintain that existing provincial programs could be used to overcome any financial inequities. In contrast, the York Board of Education argues that the burden of taxation for education should continue to be shared across Metro and the use of the common mill rate retained.

The Metropolitan Separate School Board says in its brief that the commercial and industrial assessment base of Metro should be apportioned on a per pupil basis between public and separate school boards, rather than having the matter determined by the companies according to the wishes of their shareholders.

The North York Board of Education maintains that many of the problems faced by local school boards are the direct result of federal policies in fields such as immigration. While the federal government offers conditional grants for French language instruction, the need for special education for immigrant children has not been rec-



ognized in the grant structure. The Board argues that federal funding should be available to urban school systems on which immigration has a major impact. The Ontario Teachers' Federation supports this position.

The Borough of York Board also claims that the need for special education programs will increase because of continuing immigration but it calls for more provincial support to cover the resulting costs. The Movement for Municipal Reform agrees.

The Ontario Teachers' Federation also argues that, where facilities such as airports require major expenditures such as the soundproofing of schools, the level of government responsible should be required to assist with these costs.

The Borough of York believes that the practice of having the area municipalities collect taxes on behalf of their respective boards of education, allows elected trustees to escape full fiscal accountability for their decisions. The Borough suggests that boards collect their own taxes so that the public understands where its dollars are being directed. The Township of King agrees.

Since schools and school property are paid for with municipal tax dollars, Alderman Anne Johnston recommends that the ownership and management of school property be the responsibility of the area municipality, not the school board.

Finally, Norma Henderson and the Etobicoke Board of Education argue that area boards ought to be allowed to carry over funds from one year to the next for special projects, a point also made by the Scarborough Board of Education in its submission at the spring hearings.

In view of the many different proposals put forward with respect to education financing and government, Mayor David Crombie and Alderman Arthur Eggleton recommend that a major review be undertaken of the relationship between education and other urban services to provide a more coordinated and balanced system of local government.



clined to give appropriate priority to programs in this area. Even though public health boards report regularly to their respective councils, and their budgets are reviewed by them, the Board argues that special purpose boards are best able to pursue public health policies in the interests of the community. The City of Toronto Board of Health agrees.

Abolition of local health boards

On the other hand, Mayor Crombie and Alderman Eggleton maintain that local boards of health operate like committees of council, but unlike committees, they have non-council members. They recommend that health boards be abolished and public health services made the responsibility of a standing committee of the local council. To retain citizen input on public health matters, they suggest that numerous advisory committees at the neighbourhood level be created.

Amalgamation of local health boards

In addition to the issue of retention or abolition of public health boards, there has been considerable debate in Metro over the possible amalgamation of the six boards of health into one district health unit. Those who argue that the public health function should continue to be excluded at the area municipal level include all six area municipality boards of health, the Association of Boards of Health for Metropolitan Toronto, Mayor David Crombie and Alderman

Arthur Eggleton, the Etobicoke District Health Council Committee, all the boroughs, the Movement for Municipal Reform, and the Etobicoke Coordinating Council for the Coordinated Mental Health Services for Etobicoke Children and Adolescents. In opposition is Irving Paisley, who thinks the six boards should be amalgamated.

According to the North York Board of Health, the needs and demands for public health services vary significantly from one municipality to another in Metro, because of socio-economic, demographic and other factors. It claims that sensitivity to unique local characteristics would be lost in an amalgamated health unit. The Toronto Board of Health agrees, and adds that local responsiveness and community participation are enhanced when a service is delivered as close as possible to the neighbourhood being served. For example, it points out that public health programs in the City are being delivered from over 200 locations, thereby making them very accessible to citizens.

The Board also points out that the increasing percentage of health expenditures devoted to the hospital and physician sectors has downplayed the vital role of public health services in the minds of the public. In the meantime, it contends, environmental and other public health hazards cannot be ignored. In its view, a municipally-organized public health program is a vital component to the well-being of any community.

The debate over the possible amalgamation of the six area boards of health into one district health unit has been fueled by the provincial conditional grant policy in this area. While

throughout the province, county and district (regional) health units receive respectively 50 and 75 per cent subsidization of public health expenditures, Metro's six area boards receive only a 25 per cent subsidy, and have been told by the Minister of Health that amalgamation is a precondition for the higher level of grants. All the boroughs and all the boards of health in Metro see this as a threat to local autonomy in the public health field and argue that, because of their large size and unique characteristics, Metro's six area boards should not be forced to amalgamate in order to receive the same level of funding as the smaller boards in the rest of the province.

The Borough of Scarborough writes in its brief:

"The Scarborough Council supports the brief submitted to the Commission by our local Board of Health. We would draw the Commissioner's particular attention to the recommendation regarding the continuation of local Boards of Health in Metropolitan Toronto and the rejection of proposals to create a Metropolitan District Health Unit. Further, Council supports the recommendation that the local Boards of Health within Metro receive funding from the Ministry of Health, identical to that granted to District Health Units in Ontario."

The Borough goes on to say, "This present system is inequitable from the Metropolitan Toronto viewpoint. While it may produce some saving at the provincial level, it places yet another strain on real estate-based local taxes."

Mayor Crombie and Alderman Eggleton, Alderman Anne Johnston, and the public health boards of Scar-

Health

Those who made submissions to the Commission addressing health issues were concerned both with the public health function in particular and with the overall planning, coordination, and financing of Metro's health services in general.

Public health

Currently, the responsibility for public health services in Metropolitan Toronto is carried out by special purpose boards of health in each of the six area municipalities. Arguments for the retention, abolition, or amalgamation of these bodies were made in numerous briefs received by the Commission during the fall and winter hearings.

Retention of local health boards

On the one hand, there are those who defend the continued existence of special purpose boards of public health. They include the Boroughs of Scarborough and North York, all of Metro's local boards of public health, the Association of Boards of Health of Metropolitan Toronto, and the Movement for Municipal Reform. The North York Public Health Board points out in its brief that, because most public health programs are preventive, they tend not to be visible to the general public. As a result, it claims, local politicians are less in-

borough and North York all agree that inter-municipal coordination, effected now through the regular meetings of the six area medical officers of health and the meetings of the Association of Boards of Health of Metropolitan Toronto, satisfies the provincial requirement for equity, and should justify a full 75 per cent subsidization of public health expenditures in Metro.

While defending the provision of public health services locally, the North York Board of Health suggests that the province fund entirely all those programs required under *The Public Health Act*. At the same time, it recommends that discretionary programs initiated by the municipalities be funded entirely by them. This arrangement, in its view, would provide a clearer division of responsibility, enhance accountability, and remove the distortion in municipal priorities caused now by the conditional grant structure.

Those favouring the retention of local health boards do support, however, some changes with respect to eligibility for membership, appointment of citizen members, and term of office.

The Etobicoke Board of Health suggests that persons appointed to health boards should be required to have the same qualifications as councillors. The current qualification of "resident ratepayer" on the one hand omits age and citizenship requirements but on the other makes both tenants and non-residents ineligible to serve as board members.

The Association of Boards of Health of Metropolitan Toronto recommends that the local health boards, rather than the municipality's board of control or executive body, have control over citizen appointments.

Most of the health boards appear to be satisfied with the ratio of private citizens to councillors in their membership. However, most boards are not satisfied with the one-year term of office. The North York Board of Health recommends that the term be extended to three years, with appointments on a rotating basis to ensure continuity. The Etobicoke Board of Health agrees but suggests this term apply only to citizen appointees and that councillors continue to be appointed on an annual basis.

The Toronto and Borough of York Boards of Health and the Association of Boards of Health of Metropolitan Toronto recommend that the term of office be the same as that for councillors, which is, at present, two years. The Association also advocates rotating appointments.

Health planning

Because so many of our health services are provided directly by the province and by private practitioners, comprehensive health planning and the coordination of the delivery of health services at the local level is extremely difficult.

According to the Movement for Municipal Reform, decision-making with respect to health should gradually be decentralized. It maintains that the present system is designed for the convenience and benefit of the medical profession and health industry rather than that of the public. Claiming that many health resources are abused or wasted, the Movement suggests that the system could be improved and costs reduced if the province would provide adequate funding for the establishment of community controlled health clinics, and allocate a greater percentage of the health dollar to preventive health care. In agreement is the Senior Inter-Agency Coordinating Council for the Coordinated Mental Health Services for Etobicoke Children and Adolescents. It warns that, if more resources are not directed to preventive mental

health services, we will not be able to keep up with the costs of treatment.

In recognition of the need for more comprehensive health care planning and better coordination of health services, the province has recommended the establishment of district health councils which would be responsible for the planning and coordination of all health services in a municipality, including hospital services and the services of private practitioners.

For the purposes of this initiative, Metropolitan Toronto is deemed to be one municipality, a decision which is strongly opposed by Metro's area municipalities.

While the Borough of Etobicoke, the North York and Etobicoke Boards of Health, and the Etobicoke District Health Council Committee all support the concept of district health councils, they argue that such councils should be established at the area municipality level.

As the Borough of Etobicoke points out, while the Regional Municipalities of Ottawa-Carleton and Hamilton-Wentworth have district health councils, both have smaller populations than some of Metro's area municipalities.

Another concern about the province's district health council proposal is that its implementation would mean that local autonomy with respect to public health in Metro would be lost.

It is clear from all of the disagreement with respect to the establishment of a district health council for Metro, that a sizeable number of both citizens and local government representatives in Metro believe that, at least with respect to the organization and planning of health services, Metropolitan Toronto should be considered a special case by the province.

Social Services

At the present time, the responsibility for planning and delivering social services in Metropolitan Toronto is at the Metropolitan level, although a number of services are planned and provided by the voluntary sector.

Service delivery

Although there were no specific criticisms of the social service programs delivered by Metro, many of those who made submissions to the Commission argue that the responsibility for social services should be devolved to the area municipalities.

Mayor David Crombie and Alderman Arthur Eggleton of the City argue that social services were transferred to the Metro level in 1987 because of problems of economies of scale with respect to the smaller municipalities. However, because they feel that social services must have program flexibility if they are to be responsive to community needs, they argue that they should be administered at the area municipality level.

They recommend that Metro-wide standards of service for which Metro funding would be available should be established by inter-municipal agreement, and that there should be a joint technical committee of area commissioners of social services to review and recommend revisions as required. In their view, the day-to-day details of social service delivery, if returned to the area municipal level, would open the door to better integration of health and social services. Alderman Colin Vaughan agrees.

In a similar vein, the Borough of



York suggests that area municipalities have the responsibility for diagnosing need, determining the services required, and supervising the provision of social services, and, on their recommendation, the senior levels of government would make the appropriate payments. The Borough also argues that area municipalities should administer all institutions for the needy and the aged, although Metro could coordinate admissions.

The Borough of Etobicoke agrees. It claims that area municipalities are concentrating as never before on the provision of human services through public health programs, libraries, parks, recreation, and education and that coordination among these sectors is increasing. It points out, for example, that in some cases, the municipality has paid for schools specifically to be used for community services. It argued that opportunities for coordination would be greater if the area municipal interest in the social service field were explicit. "The borough is usually the first level of government to be asked to help . . . the one which best understands the local problem, yet the one least equipped to provide a financial solution. It believes that Metro-wide standards of eligibility are needed for income support and for other kinds of assistance, and that both types of programs should be provided by Metro. However, it argued that the area municipalities should provide senior citizen recreation, counselling, and daycare. It suggests that, while the current decentralized administration of the Metro Social Services Department is a step in the right direction, the principle of decentralization should be extended to allow decision-making at the area municipal level. It goes on to suggest that there be permitting legislation allowing Metro to delegate social service functions to area municipalities.

Individual programs elicited comment as well. For example, both the North York Inter-Agency Council and the Senior Inter-Agency Coordinating Council for the Coordinated Mental Health Services for Etobicoke Children and Adolescents argue that all children's services should be planned and delivered at the area municipality level.

Under the present system, the North York Inter-Agency Council argues, the planning of children's services is carried out by "vertical" structures, each funded by the province and led by one dominant profession with the effect that such planning satisfies provincial priorities rather than the needs of children as identified by the community. Furthermore, the Council claims the professional biases of one profession are pitted against those of the others. It suggests that structures that encourage inter-agency collaboration are needed in order to effect improvement in human services delivery systems. It advises that any changes in local government structure should not reinforce the vertical nature of human service delivery, but rather should seek to overcome this fragmentation. In order to accomplish this, it believes that the two-tier system should be retained.

The Senior Inter-Agency Coordinating Council for the Coordinated Mental Health Services for Etobicoke Children and Adolescents believes inter-agency coordination will result in the most efficient and effective services. It argues that an inter-agency body could also provide advice and support to other bodies such as a district health council (or councils) and would lead to greater community support of agency programs. The Council would encourage such a body to consult with urban planners with respect to servicing new developments and redevelopment areas, and would give it the resources to allocate money for innovative services. Such an arrangement, the Council argues, would

make agencies more accountable to one another and to the community.

The Social Planning Council of Metropolitan Toronto claims that having both provincial and Metro income maintenance programs is a needless duplication, particularly now that the distinction between the employable and the unemployable is becoming more blurred. It also argues that it is reasonable to separate income maintenance from the provision of other services. It therefore recommends that the province take over General Welfare Assistance since it already has the Family Benefits Program.

However, the Regional Municipality of Peel takes the position that the delivery of all social services should remain at the regional or Metropolitan level. It points out that social services were made the responsibility of the upper tier in all new regional governments and, in every case, there has been a direct improvement in the delivery of the income security program and a better balanced overall social service program. However, it concedes that large units of administration can lead to an impersonal relationship between the bureaucracy and the recipients, and a less humane delivery service. Nevertheless, it argues, the solution to this problem is not the reallocation of the responsibility for social services to the area municipalities, but rather a re-examination of the delivery and appeal systems and the re-introduction of home visits.

Children's Aid Societies

Children's Aid Societies have the sole responsibility for child welfare. They are relatively autonomous private agencies but are funded by the provincial and Metropolitan governments. While some have suggested that these Societies be taken over by local or provincial government, the Catholic Children's Aid Society fears such a move would result in a system that is too centralized, bureaucratic, and inflexible. It argues that the Societies should remain independent and that, if government wants more formal liaison, can establish liaison committees, impose financial ceilings and so on. The Society points out, too, that Metro Council has only four representatives on its Board and that they have too little time to devote to it. It suggests that the number of councillors on its Board be increased to six.

The Children's Aid Society of Metropolitan Toronto also claims that, because the four Metro councillors on its board have so many other duties and because they are appointed annually, they contribute very little. However, it suggests that a preferable arrangement to increasing the number of Metro councillors would be to have three area municipal councillors and only one Metro councillor on its board. In its view, area municipal councillors would give more time and attention to the Society's affairs.

Although both Children's Aid Societies serve the entire metropolitan area, they claim that their policy of decentralized service delivery has eliminated or avoided many problems. They argue that ordinary citizens should be involved in both the planning and delivery of human services and that other social services in Metro should be more decentralized.

Claiming that not all parents wish to deal with Children's Aid Societies, Joan Marie Zazinski calls for alternative child care services: Viking Houses, a private organization which operates general homes, agrees. It points out that the Societies are unable to accommodate all of the children coming before them who need residential care yet private initiatives in this area are discouraged because of licensing



difficulties, restrictive zoning bylaws, and so on.

Financing social services

The method of financing social services drew considerable comment from those who made submissions to the Commission.

The Social Planning Council of Metropolitan Toronto says that conditional grants are leading to local policies designed to get the maximum amount of money from the senior levels of government, rather than those which best meet local needs. Because of financial problems, some local governments in Canada are returning human service programs to the provinces, although there is general agreement that such programs should be delivered locally.

The Social Planning Council recommends that a provincial per capita social development grant be introduced for a certain range of human service programs that may be undertaken at the discretion of the municipality.

One matter the Council considers particularly problematic is the separation of capital and operating grants. Too often, it argues, grants are provided for capital facilities when there is no money to operate the programs for which the facilities are intended.

Joseph Berman claims that the present financial constraints imposed on local governments often result in important decisions being framed in terms of a political assessment of their impact on revenue sources (usually property tax), without due consideration of the relevant social and economic objectives of the community. He recommends as a solution to this problem that a certain percentage of all

corporate and personal income tax be set aside for charitable purposes and the donor given the freedom to allocate this money as he or she wishes. He argues that this approach would move more of the social services back to the private sector, get rid of a large administrative bureaucracy in this field, and give the public a greater say in setting social policy and priorities. He would have one-tenth of these monies set aside for experimentation and innovative projects.

The Social Planning Council of Metropolitan Toronto also questions whether social assistance needs should be financed from the property tax. The Family Service Association of Metropolitan Toronto points out that, when there is a shortage of funds, human services are always the first to be cut, particularly the social services. The Association questions the long-term wisdom of this approach. The Movement for Municipal Reform feels that too much is being spent on social services which perpetuate dependency and poverty, and too little on those which promote individual and community development.

Recreation

Although those who made submissions to the Commission did not identify recreation as a major area of concern, some did comment on the distribution of responsibilities at the municipal level and on the present system of financing.

The Borough of Scarborough notes that recreation, a traditional preserve of local government, is now the recipient of several kinds of funding from the senior levels of government. As a result, it claims, no one is

taking an overall look at spending priorities. In its view, municipalities are losing control of this function, which can best be provided locally. The Borough suggests that this is a good example of the need for overhauling completely the system of municipal finance.

The Borough of North York considers the present distribution of responsibility at the local level with respect to parks and recreation appropriate. It suggests that Metro continue to confine its role to the provision of golf courses and parkland for passive use, and opposes suggestions that Metro become involved in active recreation facilities and programs.

However, Mayor David Crombie and Alderman Arthur Eggleton of the City suggest that the distinction between Metro and local responsibilities in this area is vague and misleading.

They recommend that the Metropolitan role in parks should be to set targets, establish standards, and provide capital financing for acquisition and development. In their view, the responsibility for the provision of all future parks should be left to the area municipalities and recreation should remain a purely local responsibility. They argue that Metro's entry into the recreation field should only take place in exceptional circumstances, such as for financing a Metro track and field facility.

The Borough of Etobicoke agrees because, in its view, recreation should be tailored to fit local needs. It points out that, in an increasing number of cases, municipalities are combining recreational activities with other social and community services. It suggests that if Metro parks are serving primarily local needs, they should become the responsibility of the area municipality in which they are located. While the Borough acknowledges that Metro has

a role in contributing capital funds for major recreational facilities, it claims that these expenditures should only be made with the concurrence of two-thirds votes of the area municipal councils. Should Metro adopt such a policy, Etobicoke suggests that area municipalities which have provided facilities of a regional nature should receive retroactive grants. Etobicoke agrees that regional facilities should be operated by the local municipalities and their activities integrated into local programs.

The Borough identifies one aspect of the organization of local parks and recreation that it finds unsatisfactory. It claims there are valley lands in Etobicoke where the Borough cuts the grass in one section and Metro in another, and where the Metro Toronto and Region Conservation Authority (MTRCA) is responsible for erosion work. Since the MTRCA has a budget for and purchases land in danger of flooding, Etobicoke has been confronted with rezoning applications for land which it considers to be open space, but for which a developer has already reached an acquisition agreement with the MTRCA. It points out that, if the area municipality wishes to reverse this position, it is faced with either acquiring the land itself or going to the OMB to fight a commitment made by MTRCA. The Borough suggests that Metro should be given the responsibility for the entire acquisition program of the MTRCA within Metro's boundaries and should receive a 50 per cent subsidy for such purposes from the province. The MTRCA would retain the responsibility for erosion and flood control work on this publicly owned land.

In addition, the Borough notes that, at the political level, there is no liaison between the area municipalities and the MTRCA, despite the fact

that the Authority has jurisdiction over lands within their boundaries. It suggests that the councils of the area municipalities should be able to make direct appointments to the MTRCA. It also contends that the size of the Authority (50 members) is too large for fruitful discussions.

The Township of King appeared before the Commission to request that provincial and regional guidelines be established to ensure that Metro's recreational needs do not infringe on the needs and rights of residents in the surrounding municipalities.

as the Art Gallery of Ontario and the Royal Ontario Museum. He also maintains that Metro does not get a fair deal with respect to cultural grants from the province.

The Ontario Council for the Arts says that no city should plan its future without building into that planning process a concern for arts development. It points out that this requires both the mechanisms for planning and the funds to implement plans. According to the Council, 49 per cent of the people in Ontario attended some kind of arts performance in 1975.

The Council argues that it is critical that the arts be funded from a multitude of different sources to ensure their independence, and that local government has a responsibility in this regard. The Council suggests that Metro establish a policy of involving artists in the design and maintenance of public property such as hospitals, playgrounds and prisons. It also recommends a policy of preserving older buildings for artistic and community endeavours. The Council argues that a municipality generally gets back in revenue what it pays out to the arts.

Jini Stolk claims that many fledgling groups do not qualify for the established support programs, yet these groups have a particular need for access to publicly owned facilities in order to survive.

The Board of Trade of Metropolitan Toronto agrees that there is now a need for a fully coordinated policy for the support of culture at the Metro level. Such a policy would involve the coordination of the growth of institutions, the identification of needs, assurance of equality of access and full use of public facilities, as well as the integration of the arts with the educational system. It supports the continued role of the Metropolitan cultural grants office as it is now organized.

The Borough of Etobicoke suggests that local historical boards be retained with no loss of autonomy, but that a Metro coordinating committee on historical preservation be established.

Culture

Metropolitan Toronto currently provides grants in aid of cultural activities, as do the area municipalities. Such transfers are usually part of a budget allocation of grants to community groups.

David Silcox, Metro's recently appointed consultant in culture, is seen in his personal brief that there has been little appreciation of the way the arts contribute to society's well-being. He points out that the arts in Metro are a major industry which employs over 3,000 people, that their aggregate budgets are over \$30 million, and that they generate considerable spending on restaurant meals, transportation and so on. They are also a proven attraction both for the location of businesses in Metro and for tourism. Mr. Silcox advocates that Metro play a major role in cultural affairs. To do this, he contends it needs appropriate expertise, the financial resources and legislation, along with more say about the buildings, operations, and policies of major cultural institutions within its boundaries, such

Libraries

Of those who presented briefs to the Commission, none appears to be dissatisfied with the services provided by the public library system in Metropolitan Toronto. However, some suggest that the way library services are organized is inappropriate, costly, and too isolated from other human services.

Mayor David Crombie and Alderman Arthur Eggleton of the City of Toronto claim that library boards are providing an education-related service through a special purpose mechanism. In their view, library boards ought to be dissolved and the responsibility for library services in Metro placed with the area municipality councils. If deemed appropriate by council, they suggest that neighbourhood advisory committees be established to assist in developing community service policies for libraries.

In contrast, the Etobicoke, Scarborough, and North York Library Boards favour the retention of library boards and the two-tier library system. However, they add that the Metropolitan Library Board should have the same powers and responsibilities as all other regional library boards in the province, which means, among other things, that it would not be involved in the day-to-day operation of libraries such as the Central Reference Library.

The Etobicoke Library Board argues that the involvement of the Metro tier in delivery has diverted it from its primary responsibilities of coordination and research. This Board favours a system that would give the



area municipality boards full responsibility for the operation of all libraries and would give individual libraries more autonomy and responsibility. It argues that a high quality library service demands primary involvement at the local level and that the perspective of the user is of paramount importance. It would also like to see area boards play a stronger role in research and planning.

The Metropolitan Library Board claims that the Central Reference Library plays a provincial role and that the province should increase its grants to the Board in recognition of this. Both the Scarborough and North York Library Boards agree that it plays a provincial role but argue that, for this reason, it should be operated completely by the province.

However, the chief librarian of the Thunder Bay Public Library contends that these boards are confusing size with accessibility. He would like to see statistics as to how many people outside Metro use the Central Reference Library. He argues that people from Northern Ontario are too often asked to pay for provincial facilities, such as the Ontario Science Centre, which they rarely use, simply because they are too far away from them. He claims that the Thunder Bay Public Library is the major resource centre for the people of Northern Ontario. James Foulde, MPP (Port Arthur) supports this view.

The Etobicoke Library Board suggests that the role of the Metro Board should be to coordinate library services, provide expensive, highly technical services, provide inter-library services, and so on. However, since all capital expenditures by local libraries must be approved by both the local and Metro councils, it suggests that approval by the Metro Library Board is an unnecessary duplication. It also argues that the approval of Metro Board should not be necessary for area boards to dispose of their lands and facilities. In its brief, the Metro Library Board disagrees. In fact, it not only supports the retention of this provision, but also believes that, in the interests of the long-term, regional planning of library services, this legislation should be strengthened and extended. It therefore recommends that area library boards be required to secure the approval of the Metropolitan Toronto Library Board for all capital building expenditures.

Given the size of expenditures on the library system in Metropolitan Toronto, the North York Library Board suggests that the direct election of library boards ought to be considered.

The Metropolitan Library Board itself suggests that its membership be increased from 11 to 13 and that the additional two representatives be appointed by Metro Council to make the Board more representative and accountable. It also suggests that members be appointed for a three-year term, with one-third appointed each year, and that they be given either token remuneration or an expense allowance.

On the other hand, the Etobicoke Library Board argues that all members of the Metro Library Board should be representatives of the area boards. It suggests that, if we continue to have a library system in which the user, the area municipality, Metro, and the province are all involved, some formal mechanism should be established to enable any one level to interact with another. It also claims that the province is not fulfilling its responsibilities with respect to library service because very little provincial money filters down to the area boards or is directed to research and planning for the benefit of these boards. It argues that the province should play an increased financial role in the coordination and advancement of library services.

Lastly, David Chamberlain calls for the amalgamation of all library boards in Metropolitan Toronto.



Artist's sketch of new Central Reference Library



The Commission's final phase

The Royal Commission on Metropolitan Toronto has now entered the final phase of its work. Since the completion of the public hearings, the Commission has undertaken a number of studies quite unlike those carried out in the first phase of research. These studies are designed to provide the Commission with a deeper knowledge in areas of major concern and to help develop possible solutions to problems identified by both researchers and those who submitted briefs.

One of these projects, a study of *Political Life In Metropolitan Toronto: A Survey of Municipal Councillors* is now completed and copies of it may be obtained by writing to the Commission offices.

Both earlier studies carried out by the Commission as well as a number of the briefs raised questions about the manageability of the duties of local politicians. In particular, they questioned the feasibility of councillors continuing to combine local and Metro responsibilities. Some suggested that councillors are not given adequate resources to do their jobs well. Others suggested that some local politicians do not devote sufficient time to their public duties. In response to these questions and comments, the Commission undertook its study of political life at the local level. Commission staff interviewed 87 of the 94 mayors, controllers and aldermen in Metropolitan Toronto to ascertain their perceptions of their role, workload and the adequacy of resources made available to them. In addition, information was gathered about their campaign expenditures and occupational backgrounds.

The chief findings of this survey were:

- Serving in local public office involves longer hours than the average job in the private sector;
- Hours of work are related to both the size of the municipality, the individual councillor's position, and his perception of his role;
- Metro councillors in general are heavily burdened with responsibilities and tend to give priority to the affairs of their respective area municipalities;
- Campaign expenditures of local councillors vary considerably, the major factor being the campaign traditions of the particular municipality and whether the election is at large or on a ward basis;
- Elections at large in a municipality (for mayor and board of control) are very costly and require the candidate to seek campaign contributions;
- Most local politicians come from occupations in which the possibilities of working part-time and of returning to full-time work are good.

Other Commission studies currently underway include:

- A study of local decision-making and administration, and provincial controls over Metro and the area municipalities;
- A study of the planning, delivery and evaluation of human services in Metropolitan Toronto. As part of this study, education, health, social services, recreation, library services, the community work done by police, and publicly assisted housing will be examined;
- A study of the future of local public finance in Metropolitan Toronto, including future local spending trends and possible revenue sources.

In addition to these research efforts, the Commissioner has visited the United Kingdom to learn about experiences with local government reform in that jurisdiction. The new government of Greater London was established some ten years ago. Also, the entire local government system for the area outside London was revamped at a single stroke in 1974. Since both new structures have similarities with the Metro system, the Commission found it useful to meet with a number of people involved with the British system to assess both its successes and problems with a view to improving or altering our system here.

The Commissioner also plans to visit Winnipeg to study the new system of local government instituted there in 1972. Winnipeg has an amalgamated system with a decentralized administration and some delegation of local decision-making to committees of council and to neighbourhood bodies.

All of these activities will be concluded by mid-summer as the Commissioner begins to write his final report.



The Commissioner at the public hearings

This paper is published by The Royal Commission on Metropolitan Toronto.

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